



MURRAY CITY PARKS AND RECREATION MASTER PLAN



APRIL 2020



MURRAY CITY PARKS AND RECREATION MASTER PLAN

FINAL | APRIL 2020



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We appreciate the support of the Mayor's office, City Council, our advisory boards and committees, City staff, and the many residents, stakeholders, interest groups, and community leaders who have given their time, energy and ideas to this Master Plan. Together, we will create the parks, programs, and recreation opportunities that will continue to foster Murray City's high quality of life.

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Trish Cooke, Senior Recreation Center Director
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EXECUTIVE SUMMARY

Murray City is updating its Parks and Recreation Master Plan to guide the stewardship, enhancement and community investment in parks, art, recreation facilities, trails, programs, events over the next ten years. The City is already known for its extensive green space, unique park sites, riverfront greenway, quality indoor and outdoor recreation facilities, and events and programs that contribute to community livability and a high quality of life for residents, workers and visitors. The Master Plan recognizes a tremendous opportunity to leverage those assets and re-imagine existing spaces as the places and social hubs that will tie the community together in the future. This comes at a time when the City is planning next moves for a new City Hall and vibrant downtown—with parks, art, events and greenspace playing an integral role in Murray City's new future.

With conclusions based on extensive community outreach, evolving trends, research and best practices, this Master Plan provides clear guidance on the priority projects that will support the community's vision and goals through 2030.

Master Planning Process

The Parks and Recreation Master Plan (Master Plan) defines a new vision, mission and goals for parks, art, facilities, trails, programs and services. Over the course of a year, the City staff engaged residents, stakeholders, partners, and community leaders in identifying community needs, as well as the park projects and recreation services desired in the future. The Master Plan applies this feedback to document the policies, recommendations, and funding strategies needed to enhance the park and recreation system. Guided by community priorities, key recommendations are summarized in a phased action plan for implementation over the next ten years. The updated Master Plan will replace the 1994 Plan and help prioritize future investments in the projects and services provided by Murray City's Parks and Recreation Department.

Snapshot of the Master Plan

CHAPTER 1: INTRODUCTION



Murray City developed this Master Plan through a multi-phased planning process described in Chapter 1. The process involved examining the current park system, assessing system needs, revisiting and redefining the community's vision, goals and strategies for its parks and recreation system, and identifying action elements and funding strategies for future park improvements.

CHAPTER 2: PARK AND RECREATION SYSTEM



Murray City owns 424 acres of park land at 22 sites, which are maintained, managed and programmed by the Parks and Recreation Department. These parks support a variety of recreation opportunities, as well as connections to the river, protection of historic resources, and community gathering space. The City also has a substantial investment in major facilities—including The Park Center, the Senior Recreation

Center and Murray Theater—that offer over 680,000 square feet of facility space. These parks and facilities support special events, classes, programs and sports in eight different service areas, ranging from aquatics to cultural arts. With additional parks, facilities and programs provided by Salt Lake County, two school districts, churches and private providers, Murray City residents enjoy a high level of service.

Murray City Parks and Recreation

Stewardship | Innovation | Healthy Living | Families + Community | Education + Culture
Independence | Creativity | Connectivity | Economic Vibrancy | Green Space + Nature

We aspire to create a vibrant, healthy, cohesive and sustainable community by connecting our residents to outstanding parks, arts and culture, nature and one another.



Goal 1: Maintenance and Stewardship

Take care of City park assets, facilities and natural resources.



Goal 2: Accessible Parks and Trails

Provide a system of well-maintained, high quality parks and trails.



Goal 3: Recreation Variety

Provide facilities to meet diverse and evolving community recreation needs.



Goal 4: Inclusive Activities

Foster community cohesiveness through engaging events and programs.



Goal 5: Art, History and Placemaking

Create a park system that contributes to Murray City's image, beauty and sense of place.



Goal 6: Sound Management

Ensure quality parks, facilities, and programs through sound management.



Department Mission

We actively care for our parks, facilities and trails, engage our community through programs and events, and protect our river and greenways to create a beautiful, livable city.

CHAPTER 3: COMMUNITY VALUES, VISION AND GOALS



More than 3,350 outreach participants and social media followers, along with seven advisory groups, helped define a new vision, mission and goals for parks and recreation in Murray City. As identified through a robust outreach process, community priorities include leveraging park benefits, investing in park maintenance and high-quality facilities, increasing trail connectivity and connections to nature, supporting health and fitness as well as arts and culture, and providing a greater variety of recreation and play options. In Chapter 3, the community's top priorities are cross-checked with Salt Lake County needs and Utah's Statewide Comprehensive Outdoor Recreation Plan to ensure the six goals proposed in this Master Plan will guide Murray City successfully in the future.

CHAPTER 4: COMMUNITY NEEDS



Changing demographics, new recreation trends, development and redevelopment, and the influx of visitors and workers into Murray City all affect needs for parks, major facilities, trails and programs—both now and in the future. While Murray City residents enjoy a high level of service, a thorough technical analysis of community needs helped define the right mix of opportunities and level of service to provide moving forward. The result is a need for improved park access via trails, enhanced park development, the provision of more programs and facilities, and new parks to ensure residents have access to recreation options within a 10-minute walk of their home. While the community desires less of a focus on park land in the future, they want a greater investment in park and facility renovation to create community hubs that reflect the spirit, fun and family-oriented opportunities that make Murray City thrive.

CHAPTER 5: SYSTEMWIDE POLICIES



Chapter 5 defines the new policies and strategies that will guide the provision of parks, art, facilities, and programs in 2020 and through the next decade. These replace past policies with more forward-thinking directions that infuse community priorities and current and future needs. This chapter presents the systemwide policies, standards and guidelines for park maintenance and stewardship, accessible parks and trails, recreation variety, inclusive activities, art, history and placemaking and sound management of the park and recreation system. These policies supplement the guidance provided by the goals and objectives for parks and open space in Murray City's adopted General Plan.

CHAPTER 6: SITE RECOMMENDATIONS



Chapter 6 highlights specific recommendations for parks and facilities that will transform Murray City over the next ten years. Consistent with community priorities, 67% of all site recommendations address ways to enhance existing City parks. Approximately 18% are related to new parks, and another 15% propose development, renovation and activation of other City-owned sites. The Master Plan also maps priority

areas for new park and trail development, as well as “park search areas” that are important for new acquisition and development if opportunities arise. The chapter illustrates new options for Murray City Park, the City Center, and trails connecting these city hubs to the Jordan River Parkway, as well as ways to bring recreation opportunities to underserved areas. The images in this chapter help envision the park and facility improvements that will have the greatest impact on the park and recreation system.

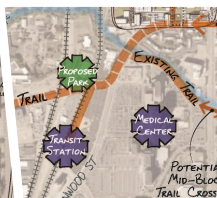
Transformative Projects



Murray City Park



City Center



Trail Connectivity



Site Activation



New Parks for Unserved Areas

CHAPTER 7: ACTION PLAN



The Master Plan identifies more projects than are likely to be accomplished in the next ten years. For this reason, Chapter 7 prioritizes 20 top projects/sites that will leverage City resources and support key City initiatives. The chapter evaluates this “action plan” and its proposed costs in the context of existing funding sources to identify a realistic phasing and funding strategy. It identifies short-term

priorities to be completed in 1-2 years, including playground replacements with diverse play options, the pavilion renovation at Murray City Park, the redevelopment of the Murray Theater, and the introduction of a new comprehensive art and branding program. In the mid-term (3-5 years), it guides the enhancements that will support the re-location of City Hall, including a new plaza, trail, museum in Murray Mansion, and enhancements to Murray City Park to create a vibrant city center and hub. These improvements set the stage to begin moving forward in the long-term (6-10 years) with larger projects to support health, wellness, fitness and the arts, including the potential expansion of the Park Center and development of new park sites. Implementing these projects will new funding sources, as defined in Chapter 7.

Table 1: Priority Action Plan Projects and Cost Estimates

Project Type	Action Plan Projects	Estimated Capital Costs	Added Annual Maintenance and Operations Costs
Systemwide Projects	<ul style="list-style-type: none"> • Signage, park identification and wayfinding program • Art branding and placemaking 	\$1,215,000	\$0
Deferred Maintenance	<ul style="list-style-type: none"> • Playground replacement (4 sites) • Murray City Park pavilion improvement/restroom • Asset management fund 	\$6,100,000	\$75,000
Park Enhancements	<ul style="list-style-type: none"> • Murray City Park enhancements (destination playground, irrigation, ballfield improvements, sculpture replacement, aquatics/splashpad, storage facility) • Murray Canal Trail activation • Germania Park enhancement 	\$10,300,000	\$369,500
Park Development	<ul style="list-style-type: none"> • Jefferson Detention Basin development • Vinecrest Detention Basin development 	\$750,000	\$43,000
Facility Enhancement and Renovation	<ul style="list-style-type: none"> • Murray Theater redevelopment • Murray Mansion & Museum renovation • Armory renovation • The Park Center expansion 	\$22,500,000	\$1,069,000
Proposed Parks and Trails	<ul style="list-style-type: none"> • New City Hall plaza • Murray Mansion park • Vine Street trail development • Murray Cove Park development • New multi-use park (acquisition and development) • New neighborhood park (acquisition fund) 	\$6,850,000	\$117,000
TOTAL		\$47,715,000	\$1,673,500

Costs are planning-level estimates in 2019 dollars, not accounting for inflation. All costs are rounded. Actual costs should be determined through site master planning, maintenance planning and construction documents.

No costs are noted for new staffing for the Park Center expansion, as development is anticipated to be completed beyond the 10-year planning horizon.



Community Priorities

If all projects in the Action Plan are implemented, the City would need approximately **\$47.7 million** for capital projects plus approximately **\$1.5 million** annually for added maintenance and operations. This investment will require the exploration of new funding sources, such as impact fees and potentially a new voter-approved funding measure.





CHAPTER 1

Introduction

Parks, arts and recreation are vital to Murray City's identity and community livability. City parks provide safe places for our children and families to play, exercise and relax. Facilities such as the Park Center and Amphitheater in Murray City Park and the playgrounds and sports courts in several neighborhood parks have become focal points of Murray City's diverse and historically rich community. As such, creating a Master Plan that stewards and supports the parks and recreation system will enhance the community's quality of life and ensure that the City and its residents will continue to thrive. This chapter introduces the Master Plan by defining its purpose, explaining the planning and community engagement process, identifying the planning area and describing the Plan's organization.

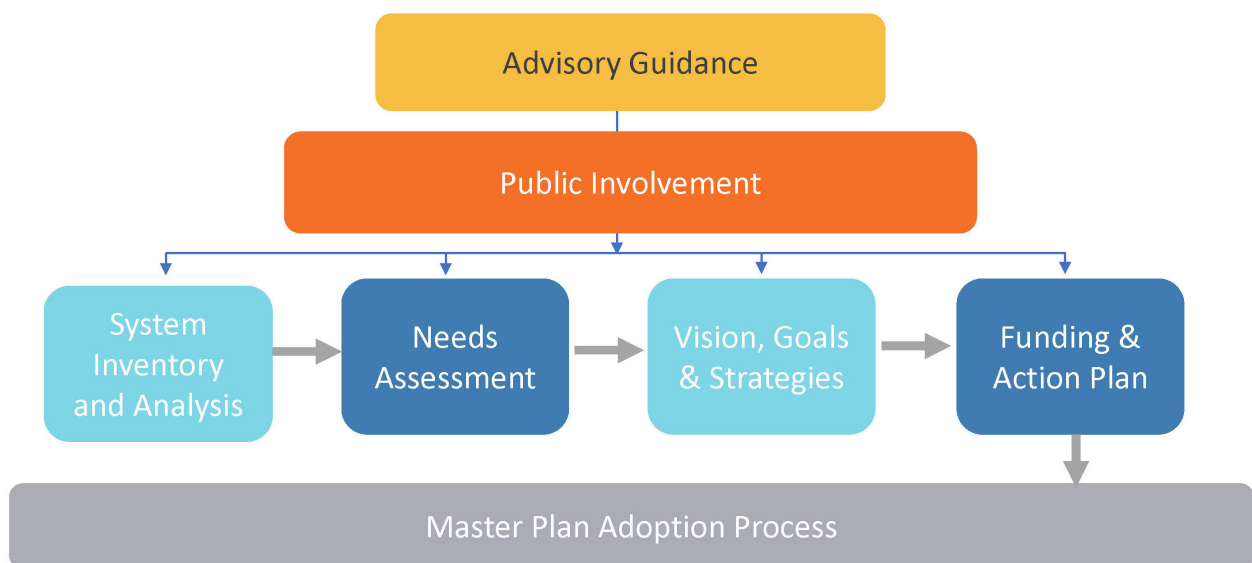
Purpose of the Parks and Recreation Master Plan

Murray City is updating its Parks and Recreation Master Plan (Master Plan) to identify ways to improve, enhance and invest in parks, recreation facilities, trails, programs, events over the next ten years. Guided by community priorities, the updated Master Plan will replace the 1994 plan and help prioritize future investments in new parks and trails, renovated parks and facilities, cultural arts and recreation programs, park maintenance and stewardship, and the services provided by Murray City's Parks and Recreation Department.

Planning and Community Engagement Process

The Master Plan was guided through a multi-phased planning process that obtains input from City staff, community members and other leaders who are dedicated to creating vibrant parks and rewarding recreation experiences. The process involved examining the current park system, assessing system needs, revisiting and defining the community's vision, goals and strategies for its parks and recreation system, and identifying action elements and funding strategies for future park improvements (Figure 1.1). Community outreach and engagement throughout the planning process helped ensure that Master Plan recommendations reflect community priorities.

Figure 1.1: Planning Process Diagram



Planning Area

Murray City is centrally located within the greater metropolitan area of Salt Lake City. It shares borders with several communities, including Taylorsville, Holladay, Millcreek and Midvale (See Map 1.1). Its topography gently slopes westward from the adjacent Wasatch Mountain Range towards Jordan River on the western border, giving the City a picturesque backdrop to an attractive park system.

At 9.6 square miles, the built area is almost at capacity with commercial, residential, industrial, and civic uses. Interstate 15, a ten-lane north-south freeway divides the city centrally, connecting Murray City to the surrounding region while disconnecting the east and west sides of the city. Interstate 215 roughly follows the southern boundary of the city and intersects State Street, a local arterial street that links various shopping centers and retail areas in the Salt Lake region, such as Downtown Murray City.

As a distinctive community, Murray City has a proud and strong history in the smelter and metal refining industry. Diverse immigrant groups moved here during Murray City's economic rise, which lasted through the mid 1900's. The cultural diversity and independent spirit of the city's past is still evident today. Since then, Murray City's industrial past has since given way to major mercantile and medical sectors, supported by family-friendly residential areas. Murray City recognizes that it must both preserve elements of its past and prepare for the future by supporting a quality of life that residents value.

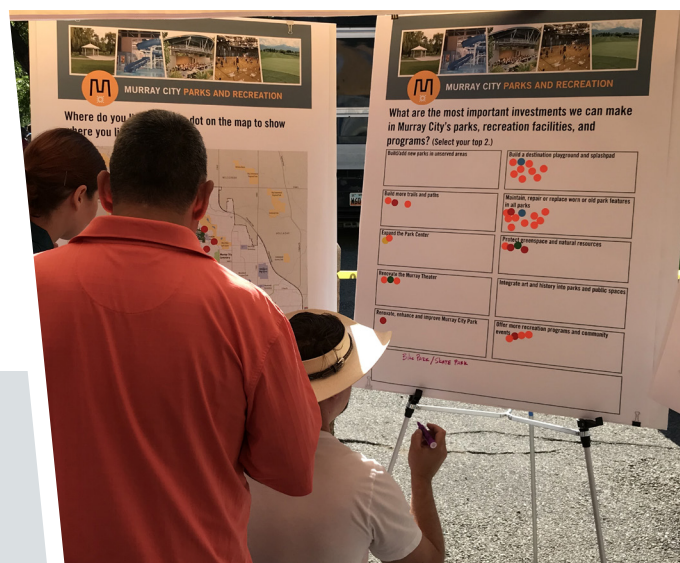
OUTREACH AND ENGAGEMENT

Outreach Activities

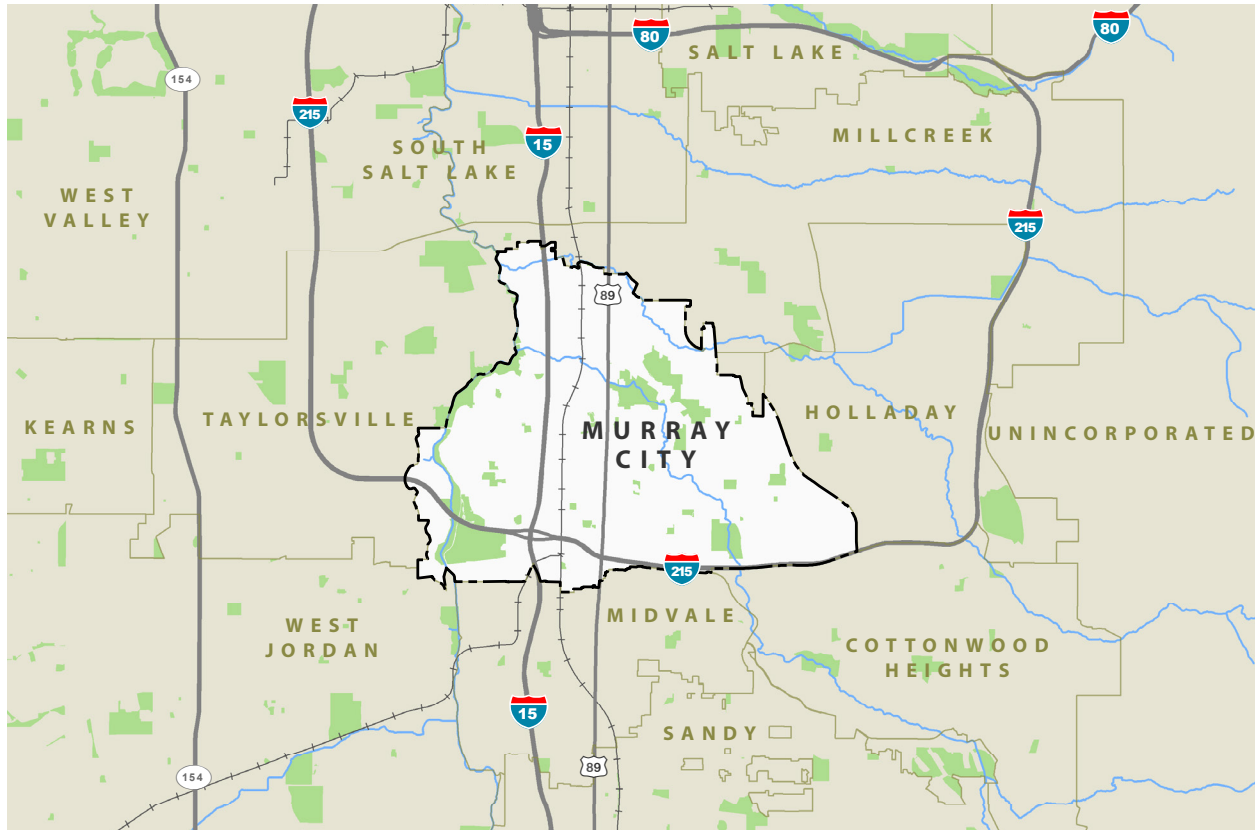
- Online Survey / Questionnaire: 1,435 participants
- Stakeholder Interviews: 6 participants
- Arts, History and Culture Focus Group Meeting: 7 participants
- Murray Fun Days Pop-Up Activity: 250 participants
- Murray Health and Safety Fair Pop-Up Activity: 200 participants
- Social Media and Media campaign: 1,448 Facebook followers
- TOTAL: Approximately 3,350 participants and social media viewers

Advisory Groups

- City Council
- Parks and Recreation Advisory Board
- Arts Advisory Board
- History Advisory Board
- Mayor's Office
- Project Advisory Committee (PAC)
- Project Leadership Team (PLT)



Map 1.1: Murray City Vicinity



Murray City's community vibrancy is emphasized through its investments in education, healthcare, park and community facilities. The city boasts its own school district, a new medical complex that is a flagship of the Intermountain Health Care system, its own municipal power company, and a mix of businesses that give the city an enviable, independent, tax base. Visitors come to Murray City to work, shop and frequent places such as Murray City Park.

When the City annexed east Murray City in the mid-2000s, it added a previously unincorporated area that was built out and had no local parks. As a result, residents in east Murray City now have very different recreation opportunities from those in west Murray City. Yet, throughout the city, community goals and priorities all focus on their shared parks and programs. Known for organized sports, recreation facilities and cultural arts programs, Murray City has invested wisely in parks, trails, and community facilities to support a high quality of life and a strong sense of place.

Plan Organization

The Master Plan is a guiding document that will provide direction over the next ten years. In addition to this chapter (**Chapter 1: Introduction**), the remainder of this document is organized as follows:

Chapter 2: Park and Recreation System

provides an overview of the service area, park classification and inventory, and recreation services.

Chapter 3: Values, Vision and Goals highlights community priorities and needs that informed the vision, values and goals.

Chapter 4: Park and Recreation Needs

summarizes needs assessment findings for parks, major facilities, trails and programs to define the level of service desired by the community.

Chapter 5: Systemwide Policies discusses policy directions tied to each Master Plan goal.

Chapter 6: Site Recommendations provides an overview of recommendations to enhance and develop new and existing parks, facilities and trails, and highlights transformative projects that could have the greatest impact on the park and recreation system.

Chapter 7: Action Plan presents an action plan for priority short-term projects, summarizes capital and operations costs and proposes funding strategies.

Appendix A: Park and Facility Inventory

summarizes and classifies existing park and facility data, presents the inventory of major

City facilities and notes additional school recreation resources.

Appendix B: 10-Minute Walk Analysis assesses Murray City's current system to identify areas lacking 10-minute walk access to parks, open space, and trails and identifies community priorities and standards addressing the gaps.

Appendix C: Site & Facility Recommendations provides site-specific recommendations for Murray City's existing and proposed parks and trails.

Appendix D: Prioritization Criteria presents criteria to evaluate future capital projects.

Appendix E: Cost Estimates defines the assumptions used to estimate maintenance and staffing costs in the Action Plan

MASTER PLAN INTEGRATION

The Master Plan is consistent with and incorporates findings from the following documents:

- Murray City General Plan (2017)
- Utah's Statewide Comprehensive Outdoor Recreation Plan 2019-2022 (2019)
- Salt Lake County Parks & Recreation Needs Assessment 2012-2017 (2012)
- City Hall Redevelopment Plan (forthcoming)



CHAPTER 2

Park and Recreation System

Murray City residents enjoy ample parks and open space, including trail corridors such as the Jordan River Parkway. City parks provide a variety of athletic and outdoor recreation facilities, including active and passive recreation opportunities. Additionally, the City provides major indoor and outdoor recreation and community facilities such as the Park Center, Senior Recreation Center, Nature Center and Murray Mansion. These indoor and outdoor spaces provide the venues for Murray City's extraordinary events and programs that supports recreation, the arts, health and fitness, and lifelong learning. This chapter introduces the City's park and recreation facility inventory, programs and services as supported by additional recreation opportunities provided by other entities.

City-Owned Park Land

Murray City owns 424 acres of parks and open space, which is maintained, managed and programmed by the Parks and Recreation Department. As shown in Map 2.1, these parks are distributed across the City, with concentrations in Central Murray City and West Murray City. City parks are supplemented by several large County parks and golf courses, public and private schools as well as a few private parks. (See Parks and Facilities Provided by Others on page 14).

Murray City parks are diverse in function and character, offering passive and active opportunities for people of different ages and interests. They range in the scale of development, with some that are heavily developed, others more natural, and still others a mix of water features and developed park uses. Some of the unique features of this system are identified below.

- **Recreation Opportunities and Gathering Spaces:** Parks offer a range of recreation uses, social gathering spaces and indoor and outdoor experiences for year-round use. Specialized features in the City include (but are not limited to) an outdoor pickleball complex, stocked fishing pond, equestrian trail, non-motorized boat dock,

- **Historic Facilities and Cultural Features:** The park system supports a museum, cemetery and several historic buildings, such as the Murray Mansion, Chapel, the Armory, the Murray Theater and even the Murray City Park Softball Field stadium that was built as a Works Progress Administration (WPA) project in the 1930's. Not all of these are currently accessible to the public, but all add to the park experience and several are held for future renovation. Known for its cultural arts, Murray City also has a destination amphitheater, as well as several interesting art sculptures and interpretive elements in City parks. Although aging and deteriorating rapidly, the iconic Indian Sculpture at Murray City Park has been the face of the park for decades.
- **Trails and Pathways:** While Murray City does not have a robust trail system, the Jordan River Trail and newer Murray Canal Trail provide important recreation features, inter-city and regional connectivity, and protection of riparian and cultural resources.
- **Natural Resources and Connections to Nature:** Murray City stewards high-quality natural areas and bird/wildlife habitat along the Jordan River and in selected parks. Two creek corridors and several ponds provide significant water features at various sites. The mix of large parks, golf courses, and green space creates natural amenities and with strong ecological functions.



Table 2.1 Murray City Park Land Classifications

Classifications	Number of Sites	Total Acreage	Examples
Neighborhood Parks	8	24.0	Grant Park, Hidden Village Park, Southwood Park, Jefferson Detention Basin*
Regional Parks	1	73.5	Murray City Park
Special Use Sites	5	176.2	Murray Canal Trail, Murray City Cemetery, Murray Senior Center, Murray Parkway Golf Course
Jordan River Parkway	6	144.8	Germania Park, Murray Nature Center, Willow Pond Park, Walden Park
Undeveloped Property	1	5.5	Murray Cove Park Property

Note: Sites summarized in this table are listed in Appendix A.

** The Jefferson Detention Basin and Vinecrest Detention Basin, while largely undeveloped, include mown turf that is dry for most of the year. Given their locations in otherwise built-out neighborhoods, these are classified as neighborhood parks because they provide useable open space.*

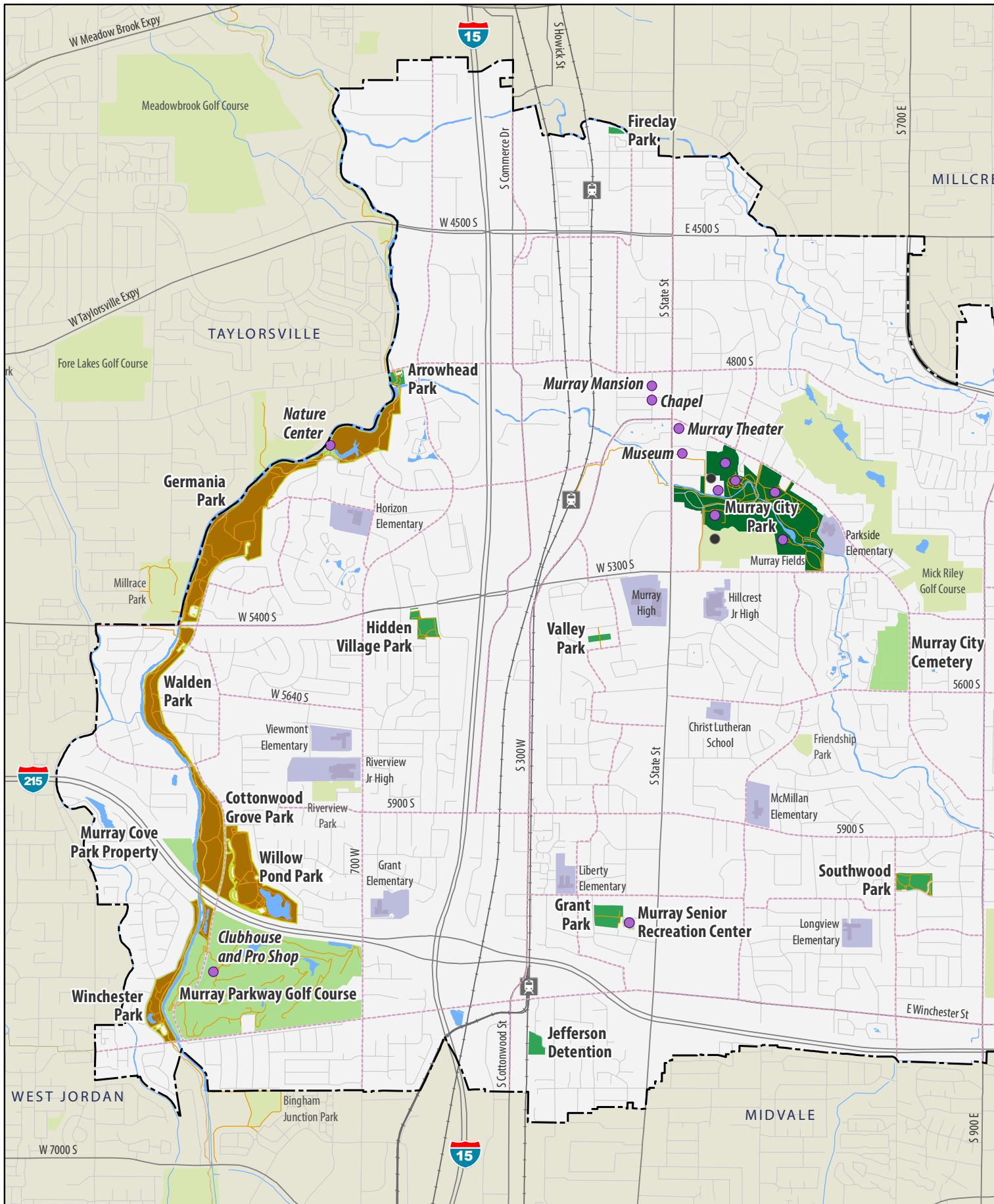
PARK CLASSIFICATIONS

City park land is subdivided into five classifications that each address various community needs. Table 2.1 and the following list summarizes the City inventory by classification. Appendix A presents the park and facility inventory by classification.

Neighborhood Parks

Neighborhood parks are smaller parks intended to meet the needs of nearby neighbors who live within walking or biking distance. Park amenities such as play equipment, sports courts, open lawn areas and picnic tables support play and social gatherings for family and friends.













Map 2.1:

Existing Parks and Recreation Facilities



Murray City Parks and Recreation Facilities

-  Jordan River Parkway
-  Regional
-  Neighborhood
-  Special Use Sites
-  Murray City Recreation Facilities

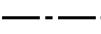

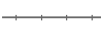


Other Parks and Facilities

-  Public Schools
-  Parks and Facilities Provided by Others
-  Other Recreation Facilities

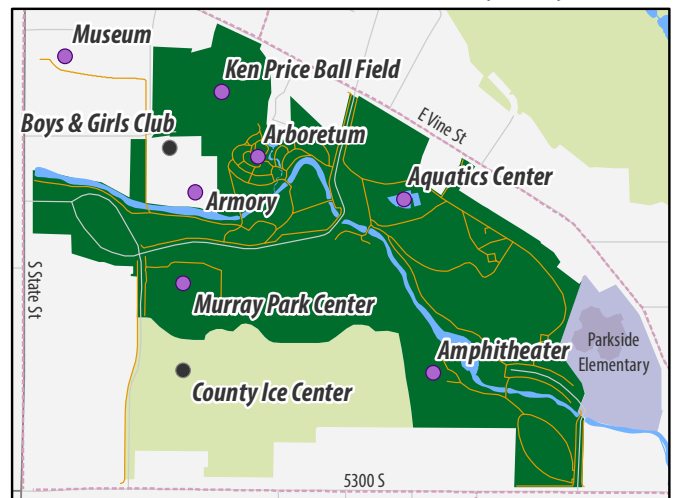
Trails and Paths

-  Bike Lanes (Shared and Dedicated)
-  Trails

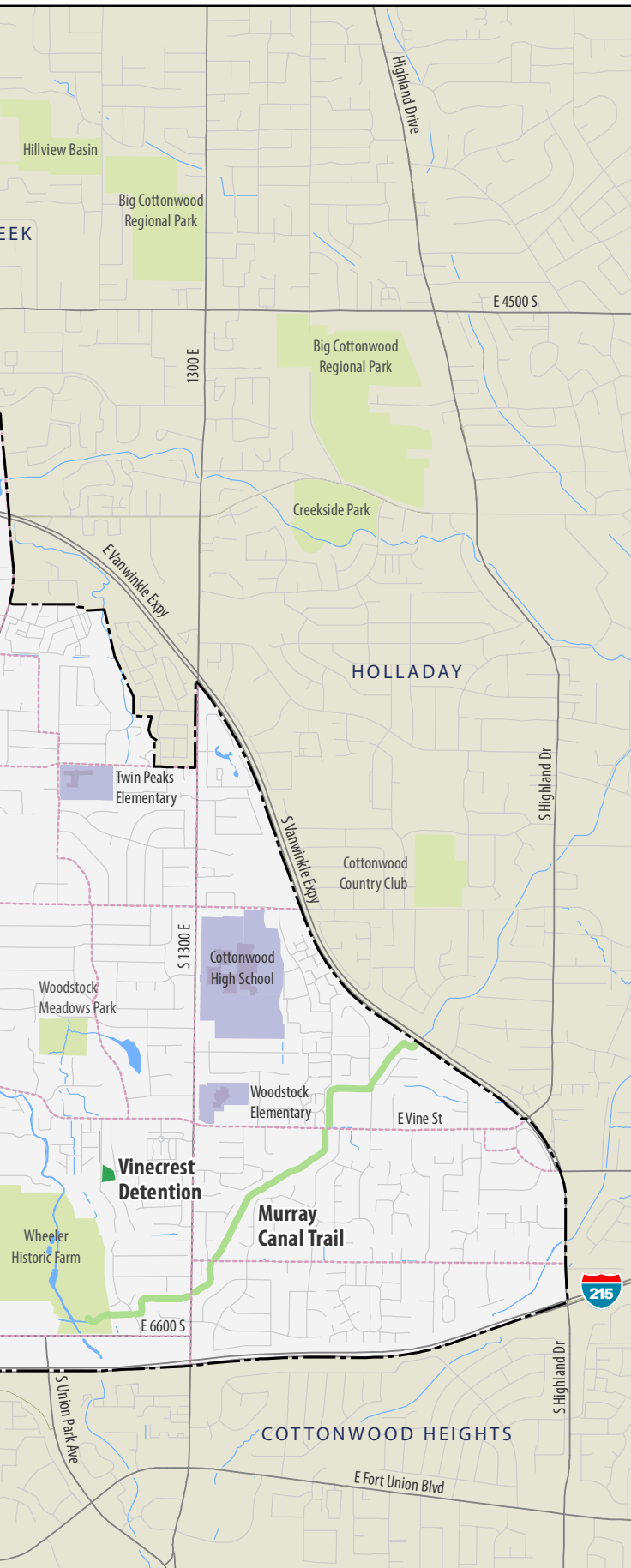
Base Map Features

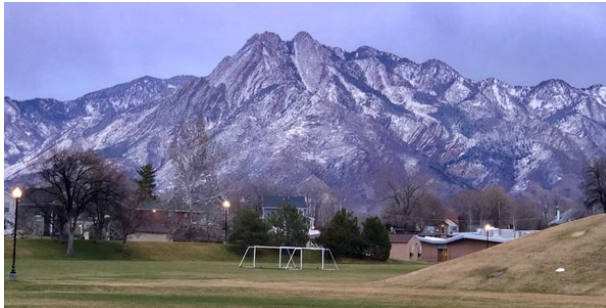
-  Murray City Boundary
-  TRAX Light Rail Stops
-  Railroad
-  Major Streets
-  Waterbodies

Inset Map: Murray City Park



M I G Sources: Murray City, Salt Lake County, and Utah AGRC, 2019.





Regional Parks

Murray City has one regional park, which attracts people from throughout the community as well as nearby cities. This large, centralized park provides specialized indoor and outdoor facilities, supports large group gatherings and events, and protect open space.



Special Use Sites

Special Use Sites are single-purpose parks and facilities that support a unique use that attracts people from throughout the city. Varying in size, these sites include stand-alone community buildings, specialized trails, golf courses and cemeteries.



Jordan River Parkway

Parks along the Jordan River Parkway provide a mix of parks and other open space connected by a multi-use trail and greenbelt along the Jordan River. While some meet neighborhood needs and others provide special uses, these sites are distinguished by their river adjacency and connectivity.

Undeveloped Property

Murray City owns land that has been acquired and is intended to be developed as parks in the future.

City Recreation Facilities

Murray City provides major built indoor and outdoor recreation facilities, as well as smaller support amenities and facilities in parks. Major facilities—including The Park Center, the Senior Recreation Center and Murray Theater--offers over 680,000 square feet of facility space. Table 2.2 summarizes the types of amenities in the City's major facilities. Additionally, Murray City parks provide a variety of athletic and sports facilities, some traditional and trendy outdoor recreation facilities, as well as trails and natural features. Table 2.3 summarizes outdoor recreation facilities by type. (See Appendix A, Tables A-1 and A-2 for details.)



Table 2.2: Major Facilities

Facility Type	Number
Meeting	
Banquet Room	2
Multipurpose Room	1
Meeting / Conference Room	6
Office Space	12
Party Room	0
Subtotal	21
Specialized	
Art Room	3
Child Care / Youth Room	1
Dance Studio/Floor	3
Game Room / Equipment	1
Gymnasium	1
Fitness / Weight Room	2
Swimming Pool	3
Kitchen	2
Snack Bar / Concessions	2
Large Theater	2
Black Box Theater	0
Seating / Grandstand	3
Subtotal	23
Outdoor	
Patio / Outdoor Tables	2
Garden / Plantings	8
Other	1
Subtotal	11
Art / History	
Art Display / Sculpture	7
Integrated Art	0
Interpretive Exhibit (Historical / Natural)	4
Historical Designation	3
Subtotal	14
Total	69

Note: Three art installations are on display at the TRAX Stations.

Park and Facilities Provided by Others

Table 2.3: Outdoor Recreation Facilities

Facility Type	Number of Facilities
Outdoor Recreation	
Playground	11
Outdoor Fitness Equipment	1
Lawn Areas	12
Water Play	1
Subtotal	25
Athletic/Sports Facilities	
Pickleball Court	8
Multi-Sport Field	7
Softball Field	1
Baseball Field	6
Tennis Court	6
Basketball Court	4
Volleyball	11
Subtotal	43
Specialized	
Indoor Facilities	4
Outdoor Aquatic Center	1
Pavilion	11
Shade Shelter / Gazebo	2
Subtotal	19
Trails/Natural Features	
Walking Path	9
Walking / Jogging Trail	1
Pond	4
Subtotal	13
Total	100 facilities

Murray City is not the only provider of parks and recreation opportunities in the city. Salt Lake County and Murray City School District are significant providers of publicly accessible parks and/or recreation and sports facilities. Murray City has interlocal agreements with both entities for the joint use of recreational facilities. In addition, a few other public and private entities provide recreation facilities for their own visitors as well as nearby neighbors. Together, all these facilities meet local needs and attract people from throughout the County and region.

SALT LAKE COUNTY

More than 200 acres of park land and recreation space are provided at Woodstock Meadows Park, Wheeler Historic Farm, Mick Riley Golf Course, and Riverview Park. These sites are owned and managed by Salt Lake County for public use. Several of them are located in East Murray City, an area that lacks City-owned parks. Furthermore, the County Ice Center and Murray Fields are a regional destination and sports venue adjacent to Murray City Park.

MURRAY CITY SCHOOL DISTRICT

The agreement with the Murray City School District includes use of District facilities for City events or programs at 10 school sites. The School District allows City use – when not in conflict with District use – for indoor

and outdoor facilities. Table 2.4 identifies the amount and types of recreation facilities provided. (See Table A-3 in Appendix A for a more detailed school inventory.)

OTHER PROVIDERS

Other providers supplement these opportunities with other indoor and outdoor amenities and facilities. The Church of Jesus Christ of Latter Day Saints provides indoor and outdoor recreation amenities at several churches. This includes the 3-acre Friendship Park, which functions as a neighborhood park. The Murray Boys and Girls Club provides activity space and a gymnasium, primarily serving school-age youth. The Christ Lutheran School owns a gymnasium and soccer field that supports local sports.

Together with these other providers, Murray City is a hub for sports activities. (See Table A-4 in Appendix A for details on all sports fields and courts in Murray City, including those provided by the City, County and School District.)

Maintenance and Stewardship

Murray City is known for its well-maintained, manicured park system. Residents—as well as Parks and Recreation Department staff—take great pride in the quality of their parks. Systemwide, City parks are in good condition indicating a high level of park maintenance and stewardship. Yet, given the age of some park facilities, some amenities are worn or deteriorating, and upgrades will be necessary on a site-by-site basis. In particular, Murray City Park needs major improvements and investment due to its popularity and age. While this Master Plan was in process, four picnic shelters and pavilions at Murray City Park were being designed and replaced. Several facilities also had work recently completed, including the Amphitheater and Park Center pool. The City’s commitment to providing high-quality, up-to-date parks and facilities is apparent.

Table 2.4: Murray City School District Facilities for City Use

Facility Type	Number
Open Playground	7
Track	1
Soccer fields	13
Baseball Field	1
Football Field	1
Tennis Courts	6
Multi-purpose Field	6
Swimming Pool	0

Facility Type	Number
Auditorium	3
Small Theater	2
Band Room	3
Choir Room	3
Classrooms	230+
Multipurpose Room	10
Gymnasium	3
Aux Gymnasium	3

BEAUTIFICATION AREAS AND SERVICES

In addition to the parks and facilities maintained by the Parks and Recreation Department, The Department also plays an important role in the beautification of the city. The Department maintains 26 other parcels to contribute to City aesthetics and urban greening. These include landscaping around public buildings, circles, creekside areas, and other similar small parcels. Maintenance services are such an important part of the Department's mission that the City provides the following services to the community:

- **Green Waste Trailer:** Residents may make reservations for delivery and pick-up of trailers for home yard waste. Reservations are made by phone. An online calendar is available for planning purposes.
- **Roll-Off Dumpsters:** Murray City Parks Department owns its own garbage truck, which collects trash from parks and City properties. City residents can make reservations for roll-off dumpsters for either green waste or regular trash. Reservations are made by phone. An online calendar is available for planning purposes.

Recreation Programs and Services

Murray City provides program services related to recreation and the arts for all ages and abilities, plus a variety of interests. It also offers several other types of park and community services for residents. These program service areas are described below. Table A-4 in Appendix A presents a full inventory of programs by types of locations where offered.

CITY-PROVIDED PROGRAM SERVICE AREAS

Murray City organizes, hosts, facilitates or sponsors activities in eight different services areas. These classes, activities, events, programs and leagues may be led by City staff, contract staff, or other partner providers in City facilities/parks or other sites. The program service areas are described below.

- **Aquatics:** Learn-to-swim programs, as well as drop-in swim, competitive swim and other water activities and events offered either at the Park Center or the Outdoor Aquatic Facility.



- **Child & Youth Programs:** Supervised programs for toddler, pre-kindergarten children, and elementary-aged youth. These programs support childcare and/or child and youth development and include afterschool and out-of-school programs.
- **Cultural Arts:** Visual, cultural or performing arts classes and activities hosted by the City (may include dance, music, arts and crafts, acting).
- **Older Adults & Senior Services:** Programs, clubs, activities and services designed and offered exclusively for seniors and older adults (e.g., fitness classes, nutrition, technology, health programs, games/cards, dancing, trips and excursions).
- **Special Events:** Fairs, festivals, and neighborhood or community-scale activities.
- **Special Interest:** Opportunities for skill development and personal enrichment for recreation and leisure. These may be offered online or in person.
- **Sports & Fitness:** Recreational or introductory youth sports camps, sports leagues, classes, as well as other youth and adult fitness and athletic programs offered by the City or in conjunction with partners.
- **Volunteerism:** Ongoing or one-time volunteer involvement or participation in Senior Center programs, park stewardship, committees and commissions, student projects, coaching, and event/program support.

CITY-PROVIDED PARK AND COMMUNITY SERVICES

The City provides other services including:

- **Park & Facility Reservations:** Online and in-person reservations for the use of picnic tables, park shelters, or other park facilities managed and operated by the City.

- **Outdoor Pool Reservations:** After hours pool rentals for special occasions, managed and operated by the City. Completed paper forms are submitted to the Aquatic Center.
- **Cemetery Reservation and Tours:** Reservations and tours of the City-managed and operated Cemetery.

OTHER PARTNERSHIPS, REFERRALS AND PROGRAM SUPPORT

The City partners with several organizations that provide activities in City facilities. These are listed below.

Youth Development

- Boys & Girls Club
- Murray City/Granite School District
- Christian Lutheran School

Visual, Performing & Cultural Arts

- Missoula Children's Theater
- Murray Band, Symphony & Ballet Centre
- Clever Octopus

Furthermore, the City provides information to refer participants to library programs and the Boys & Girls Club. Also, there are several other organizations that provide funding or otherwise contribute to City-organized, hosted or sponsored activities and programs. They include:

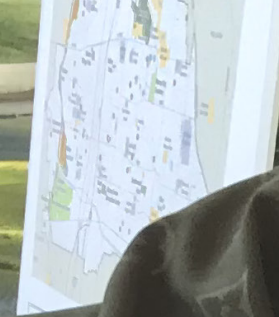
- Salt Lake County Zoo Arts & Parks
- Now Playing Utah
- Utah Division of Arts and Museums
- National Endowment for the Arts



Integrate art and history into parks and public spaces

Offer more recreation programs and community events

Activity Map



101 SAN FRANCISCO PARKS

My favorite park looks like this!

CHAPTER 3

Values, Vision & Goals

Murray City is a community that values a variety of parks, indoor and outdoor recreation facilities, programs and events. With the desire to retain its heritage while integrating new trends, the park and recreation system has been reimagined to incorporate the community's vision and values. These values and vision inform the Master Plan's goals. This chapter identifies the community's unique characteristics, priorities, vision and goals that inform the recommendations and implementation strategy for parks, facilities, arts, programs and services.

Murray City Community

As noted in Chapter 1, Murray City has a proud history in the smelter and metal refining industry, which attracted a diverse immigrant population through the mid 1900's. This early cultural diversity influenced Murray City's heritage and independent spirit, which are evident today in its strong emphasis on arts and culture, family-friendly activities, community events and festivals, and protected open space. Once heavy concentrations of Scandinavians, Greeks, Austrians, Slavs, Italians, and Japanese have assimilated into Murray City's culture and have been joined by Latino/Latina residents and mixed-racial groups that call Murray City home.

Murray City has a current population of 48,810¹ and has been slowly growing since 2000. While Murray City is mostly built out, the population is projected to increase to 61,798 people by the year 2030². Many of

these new residents will live in apartments or other types of multi-family housing, which will significantly increase recreation needs citywide and create a demand for new parks in nearby areas.

Murray City has a higher median age compared to Salt Lake County (35.9 and 32.4 respectively), a lower percent of population of children under the age of nineteen (24.3% and 30.5% respectively), and a higher percent of population ages 60 and older (21.8% and 14.9% respectively)³. This suggests that Murray City has an older, aging population. While older adults and seniors nowadays stay active longer, an aging population often creates a need for more social activities, arts and cultural events, senior services, and low-impact active recreation and fitness. At the same time, a broad range of activities will be needed to serve all age groups, including multi-generational activities for families.

1 U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

2 Governor's Office of Management & Budget

3 U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates



The planning process included a variety of activities to identify the priorities of Murray City's diverse residents. Above, participants at Murray Fun Days engage in activities to identify their goals and priorities for recreation facilities and parks.

The average household size in Murray City (2.57 residents) is smaller than most of the surrounding areas and the County as a whole (3.01)⁴. While many families make their homes in Murray City, the household size suggests that many homes may also include “empty-nesters” where children have moved elsewhere. This creates a group of older adults who have more free time for leisure activities. Newly constructed apartments in Murray City may also be attracting younger adults (without children) to the work opportunities nearby. This will increase the demand for activities for younger adults as well.

Murray City’s per capita income (\$30,897) is higher than the County (\$30,134) and the majority of surrounding areas⁵. This suggests that residents may have more discretionary income to spend on entertainment and leisure.

Recognizing that Murray City's daytime population nearly doubles with the influx of visitors and workers, more people than just residents take advantage of the benefits of City parks and programs. Popular benefits range from health, exercise and fitness to art, history and culture. Parks and trails are frequently used in the City for activities such as family outings or nature walks. Furthermore, Murray City residents show a high level of recreation participation, as such the City offers a variety of recreation programs. The Murray City community is one that values parks and takes advantage of its recreation offerings.

⁴ U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

⁵ U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

COMMUNITY DEMOGRAPHICS

- Current population: 48,810
- Forecasted 2030 population: 62,103
- Estimated daytime population doubles the number of people in the city
- Average household size: 2.57 residents
- Higher per capita income
- Older-than-average population
- Historic cultural diversity
- Many families with children, but households are changing



Community Engagement Process

Throughout the planning process Murray City sought input from the public, key stakeholders, partners and interest groups to identify community needs and priorities for the Parks and Recreation Master Plan. The outreach process included an online questionnaire, interviews and a focus group, advisory groups, pop-up events, and social media as noted below.

STAKEHOLDER INTERVIEWS

In January 2019, six City leaders and key stakeholders were interviewed early in the planning process to provide direction for updating Murray City's Parks and Recreation Master Plan. The Mayor, City staff from the Mayor's Office and Council Members discussed opportunities and challenges facing parks, recreation facilities, trails, programs, and arts.

ONLINE SURVEY/ QUESTIONNAIRE

Community members, park and recreation users, and arts patrons were encouraged to take a community survey to collect public comments and priorities. From the beginning of April to mid-May 2019, residents, workers and visitors participated in the online survey/questionnaire, completed by 1,435 participants.

FOCUS GROUP

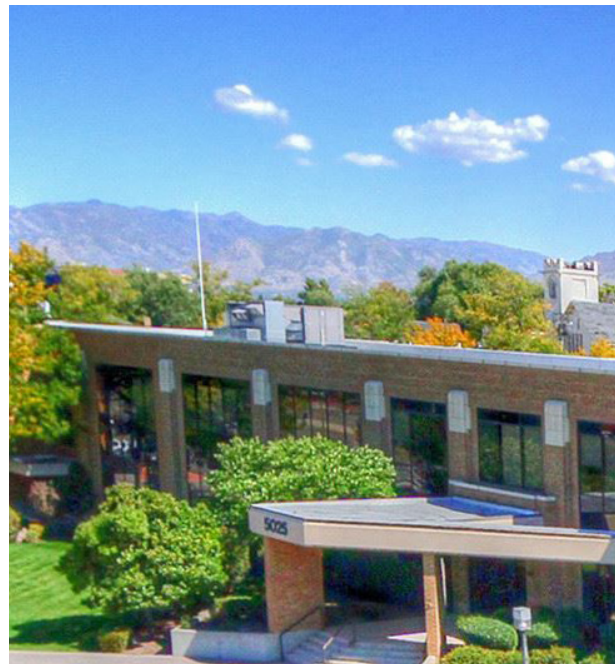
An Arts, History and Culture Focus Group meeting was held in June 2019 to discuss the community's vision for art, culture and history and how that future vision can be achieved. Seven members of the Arts Advisory Board and the History Advisory Board participated.



ADVISORY GROUPS

Throughout the planning process, two key advisory groups provided ongoing project direction and reviewed deliverables to ensure that the Master Plan reflects community priorities and needs. The groups included:

- **A Project Advisory Committee (PAC)** involved key stakeholders and partners in providing direction for the planning process. The PAC included liaisons and representatives from The Park and Recreation Advisory Board, Salt Lake County, the School District, sports organizations, City staff, as well as other members of various boards, volunteers, community advocates and professionals. In three meetings, PAC members identified the strengths, weaknesses, opportunities and challenges for the parks and recreation system; defined community needs, strategic moves, and priorities; and reviewed and revised the Draft Plan.
- **A Project Leadership Team (PLT)** included staff representatives from multiple City departments to ensure the technical accuracy of the plan. This group met four times throughout the planning process.
- In addition to these groups, the **Parks and Recreation Advisory Board**, the **Arts Advisory Board**, the **History Advisory Board**, the **Mayor's Office** and **City Council** received regular updates about the planning process and were instrumental in reviewing the Master Plan before it was finalized for adoption.



POP-UP EVENTS

In July and August 2019, residents and parks users were invited to participate in two pop-up events to help prioritize needs for parks, art, recreation facilities, trails, programs and events. Activities at two of the City's most popular summertime events involved hundreds of youth and adults in voting for and illustrating their top priority projects for enhancing the park and recreation system. By taking the planning process out to these activities, the pop-up events captured important feedback from park users. The events included:

- **Murray Fun Days:** Held in the midst of Murray City's popular Fourth of July event at Murray City Park, this pop-up event involved approximately 250 people (primarily families of all ages and younger couples) in responding to display boards and additional children ages 12 and under who participated in the coloring activity.
- **Murray Health and Safety Fair:** At a pop-up event held on Monday, August 5, next to the Park Center at Murray City Park, approximately 200 people (primarily families) responded to display boards and additional children ages 12 and under participated in the coloring activity.



The social media and media campaign announced and encouraged participation in the online questionnaire and community events. Teaser graphics like that shown above to the right, was one tactic to solicit community feedback.

SOCIAL MEDIA AND MEDIA CAMPAIGN

The Master Planning process included a comprehensive approach to communicating with City residents, in coordination with the Mayor's Office and other City departments. Between March 2019 and January 2020, media announced the Master Plan process and promoted opportunities for involvement. A press release, flyers, posters, forward-ready eblasts and social media posts on Facebook, NextDoor, and Twitter announced and encourage participation in the online questionnaire, pop-up events, community workshop and Draft Plan review. This approach reached thousands of people to keep them apprised of the planning process. The Facebook page alone has 1,448 followers and 7,085 check-ins.

Exercise—44% of respondents who took the recent Arts, Parks and Recreation survey said exercise was their favorite reason to use Murray City's parks, recreation, and trail facilities.

Reason #854 to love Murray Arts, Parks, and Recreation

The Park Center—"being able to swim, use exercise equipment, play basketball, or participate in some good, old fashioned rec games like billiards and foosball is great."

Reason #267 to love Murray Arts, Parks, and Recreation

What's your reason? Learn more about the **future of arts, parks, and recreation** on July 4 in Murray City Park. Stop by our booth for Otter Pops and activities. We'll be in the shade tent by the playground and food trucks.

Outreach Themes

The key themes that emerged from the outreach activities are summarized below. This input helped identify ways for the City to improve and invest in its parks and recreation facilities, trails, programs, events, arts and culture.

PARK BENEFITS

Community members recognize that parks, recreation and open space are critical to providing quality-of-life benefits. These include recreation and social opportunities, as well as support for Murray City's beauty and identity. As noted in the online questionnaire, health, exercise and fitness is the most frequently noted benefit of parks, recreation and arts. Other park benefits Murray City residents prioritized are having places for neighborhood and family gatherings, creating positive activities for youth, and making Murray City a beautiful and unique place. One of the most valued benefits of enhancing the parks and trail system is the increased connectivity between people, nature and other common destinations.

Stakeholder Feedback

Stakeholders agreed that Murray City's parks provide many important benefits to the community, including recreation, the arts, economic vitality, community livability, youth development, social gatherings, community cohesiveness, connections to the outdoors and natural resource protection.

PAC Feedback

The PAC notes that parks provide a variety of opportunities for recreation. These benefits are enhanced where parks are located in close proximity to homes.

Figure 3.1



PARK MAINTENANCE AND CONDITION

Enhancing the quality, maintenance and comfort of the City's parks, facilities and trails is a top priority of community members. Outreach participants indicated that support amenities such as restrooms, shade structures, benches, tables and drinking fountains should be improved. Not only is maintaining and repairing worn or older park features the community's top funding priority, most questionnaire respondents indicated that they would support tax increases to maintain, repair or replace worn or older park features. Improved amenities will allow Murray City parks to function better, achieving greater support for their users for general park activities.

Stakeholder Feedback

Stakeholders noted that an asset management plan is needed to guide facility replacement and keep facilities in good condition. They all indicated that improvements to Murray City Park are top funding priorities.

PAC Feedback

The PAC identified a variety of desired park improvements including renovation of the Armory, Murray City Park (especially old skating rink and pavilions), Murray Mansion and restrooms.

Figure 3.2

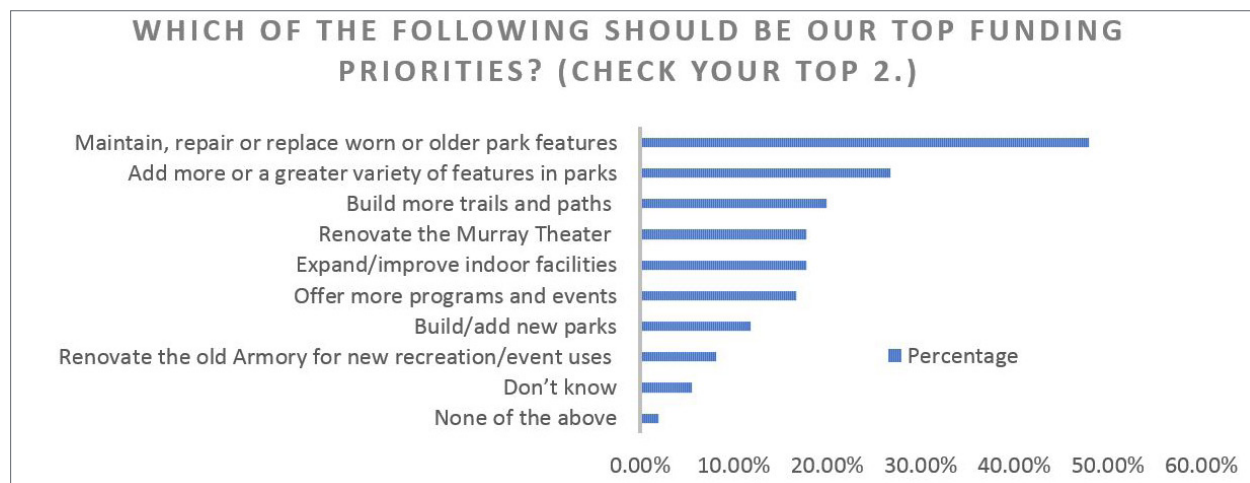
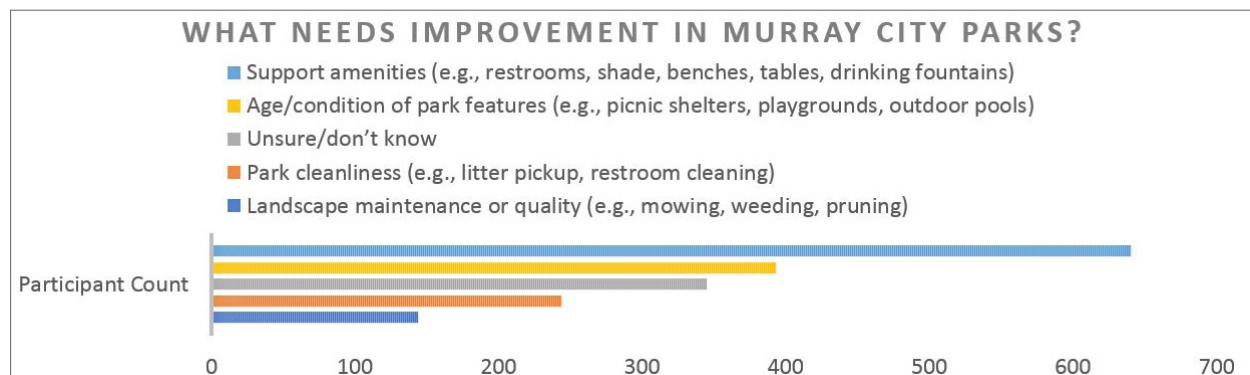


Figure 3.3



HEALTH, EXERCISE AND FITNESS

Stakeholder Feedback

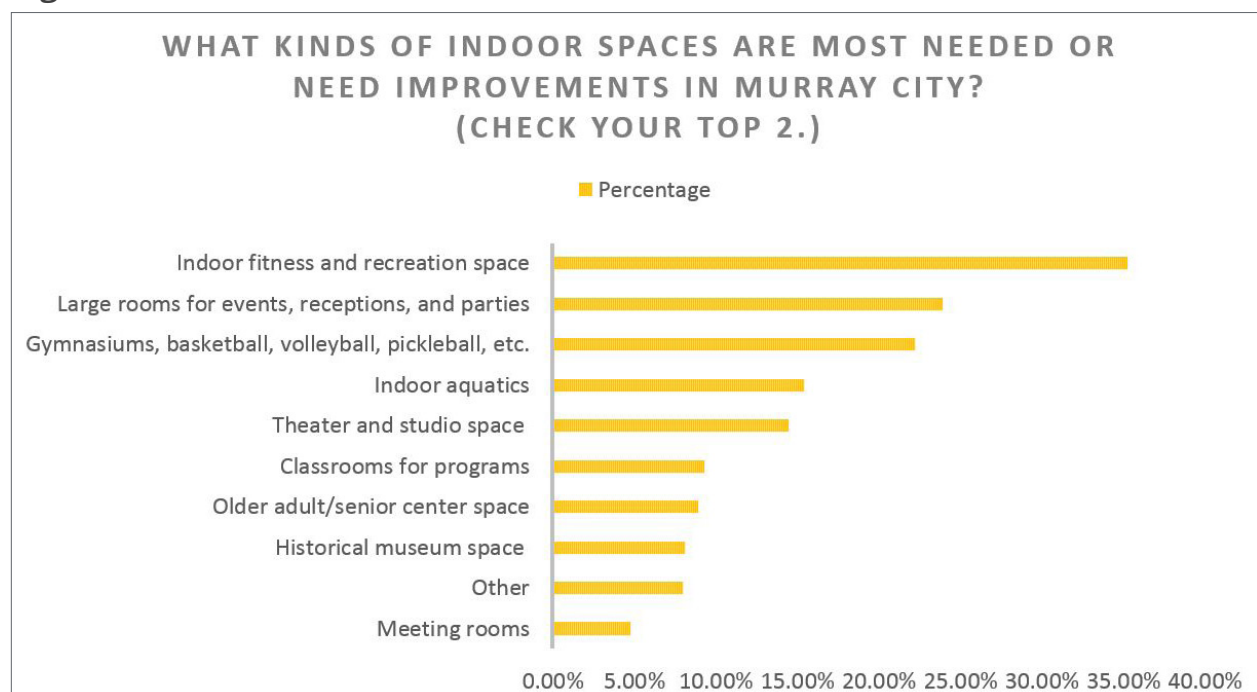
Several stakeholders noted the importance of opportunities for active recreation in parks, including pickleball, golf, running, walking, basketball and baseball. However, stakeholders also noted an increasing demand for youth fields sports and gymnasium sports and activities (e.g., basketball and pickleball).

PAC Feedback

The PAC noted several strengths of the park system, including the popularity of outdoor fitness equipment, outdoor pickleball courts, and programs that provide an inexpensive introduction to a variety of sports and recreation activities. Improvements such as soccer fields with artificial turf will help increase sports participation.

Fitness and wellness are essential to Murray City's quality of life. Health, exercise and fitness is the most important benefit that residents attribute to City parks. As such, Murray City's residents are eager to see improved opportunities for health and fitness, such as walking, jogging, and biking. Furthermore, residents identify health and fitness classes as the most desired type of program, along with fitness and recreation space as the most needed type of indoor space in Murray City.

Figure 3.4



TRAILS

Most outreach respondents indicate that they use trails. The Jordan River Parkway is highly popular with locals. According to outreach participants, the Parkway is mentioned second most frequently used (behind Murray City Park) and needs improvements/expansion. The popularity of trails stems from the multitude of diverse uses they support. While trails are essential in connecting people to parks and other destinations in the City, most

respondents identify trails as places where they go to play, relax, exercise, picnic or hang out with friends. Outreach participants indicated that adding more and improved trail lighting is the primary need for the current trail system. In addition, adding trail links to neighborhoods, connecting to regional trail networks and establish more nature trails also rose to the top of community members needs and desires.

Stakeholder Feedback

While the desire for more trails were noted, several stakeholders recognized challenges in expanding trails in a built-out community.

PAC Feedback

The PAC identified the Jordan River Parkway and the Canal Trail as successful elements of the park system. They noted a need to consider a variety of options to enhance connectivity, such as coordinating with Holladay City on a potential Canal Trail extension and evaluating utility and creek corridors for trails.

Figure 3.5



ART, HISTORY AND CULTURE

Stakeholder Feedback

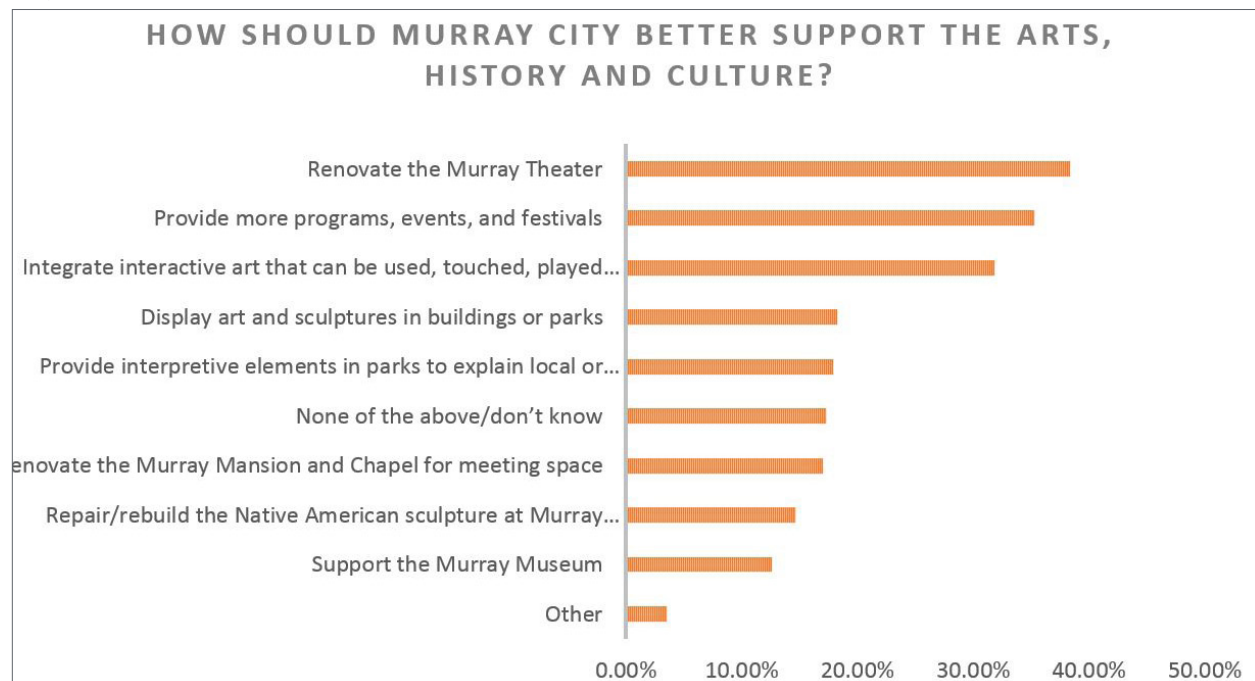
Stakeholders noted the popularity of a variety of programs and events including Fun Days, Lunch Concert Series, Farmer's Market, and amphitheater shows. Renovation of the Murray Theater is seen as a high priority project with the potential to help transform the City.

PAC Feedback

The PAC desires that the plan's recommendations will emphasize celebrating Murray City's history and culture.

Community members value their art, history and culture. As such better support for bolstering programs and establishing places that will help preserve Murray City's unique identity are identified as an area of focus. Renovating the Murray Theater tops the list of how the City can best support its history art and culture. Furthermore, providing more events, programs and festivals, plus integrating interactive art are identified as other ways residents can celebrate its City's original heritage.

Figure 3.6



SPACES FOR PLAY AND RECREATION

Community members desire a variety of recreation activities and experiences in their parks. Outreach participants indicated that they would like to see new play features for all ages such as, nature play, water play, destination play areas, a climbing wall, a bike skill course and a zip line. Among other ideas, participants would like to see a greater variety of outdoor features, including dog parks, community gardens and winter outdoor activities. Adding additional play spaces to parks and trails will allow residents to engage with these spaces in a whole new way.

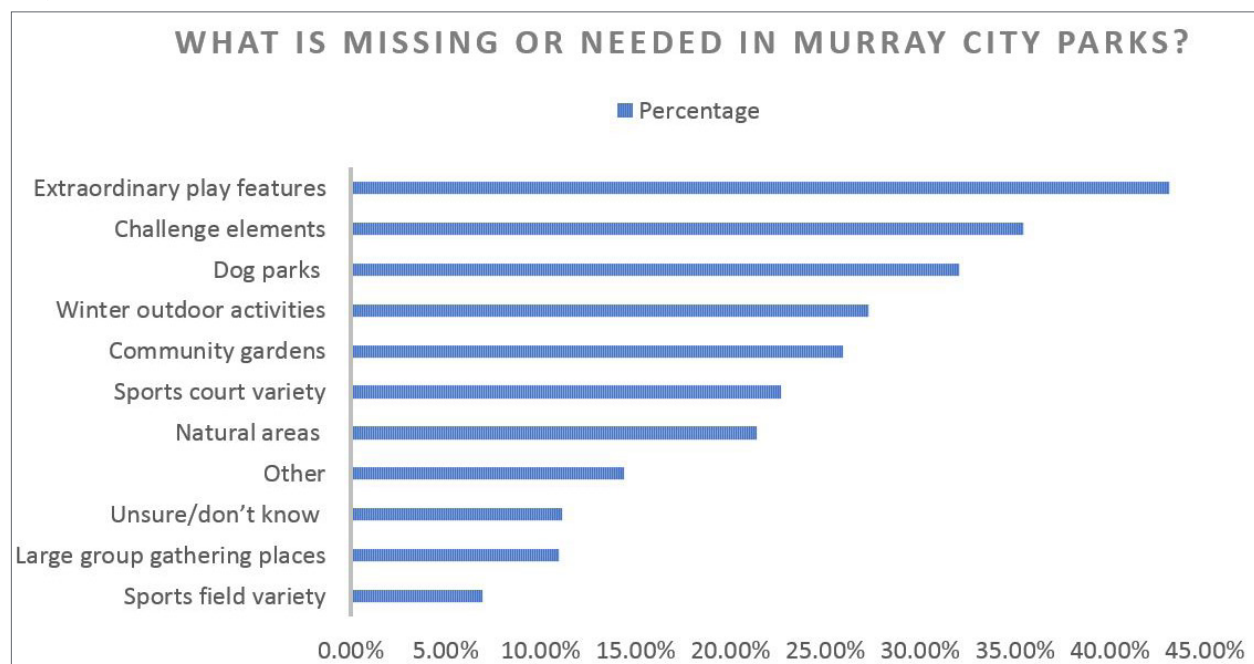
Stakeholder Feedback

Stakeholders noted that outdated facilities such as the playground equipment should be replaced with more interesting, “destination” play elements.

PAC Feedback

The PAC identifies an indoor/ outdoor splash pad as a desired play opportunity.

Figure 3.7



CONNECTION TO NATURE

Murray City residents rely on parks and trails as a way to connect to nature and experience the outdoors. Not only is being surrounded by trees, plants, water and wildlife one of the most popular activities in parks, outreach results also indicate that residents would like to see more nature trails and natural areas in Murray City parks. The Nature Center was also identified by some respondents as one of their favorite places to go. Enhanced connections to nature are desired to support environmental education and improves overall health and wellness.

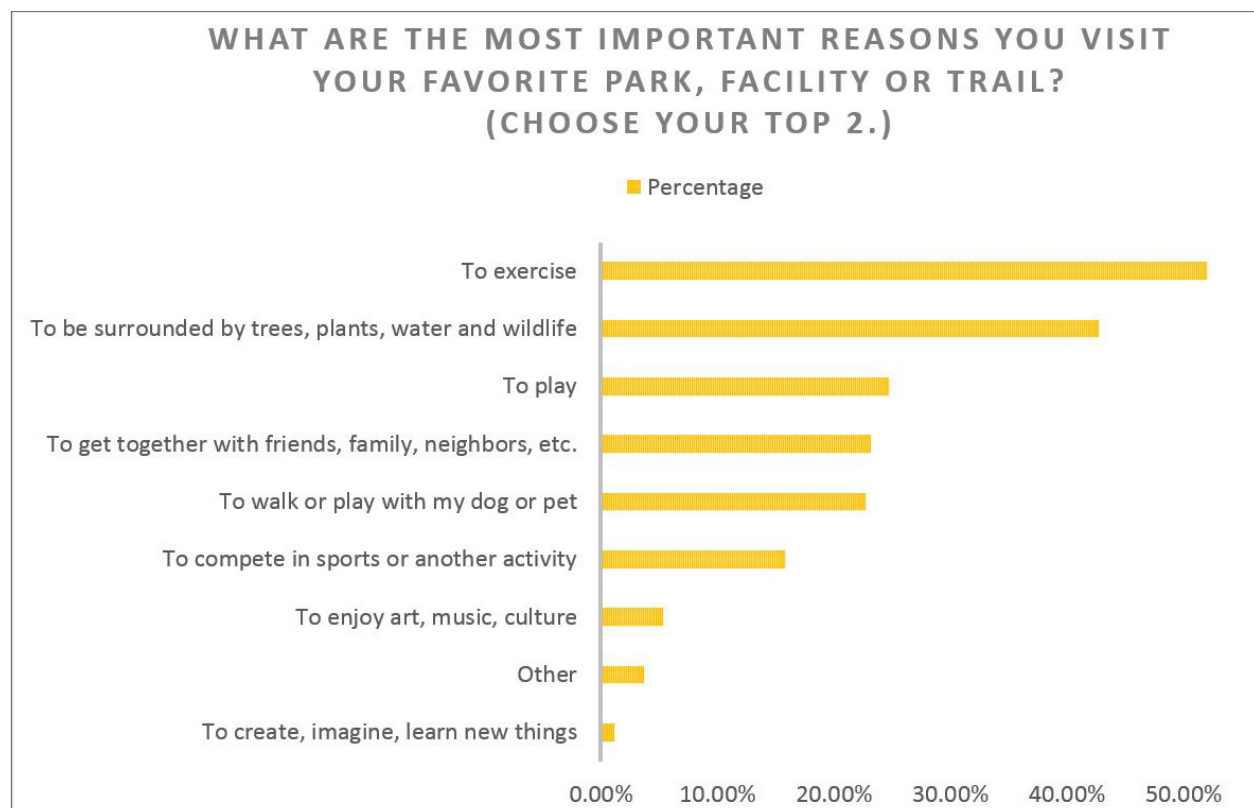
Stakeholder Feedback

Individual and community benefits mentioned by stakeholders emphasized connections to the outdoors and natural resource protection.

PAC Feedback

The PAC identified the nature center as facility that is working well and parks as needing more trees and in general, more shade cover.

Figure 3.8



PARK USE AND RECREATION PARTICIPATION

City parks are in high demand and are frequently used. Murray City residents show a high level of recreation participation and many describe themselves as park users. Most residents noted that the top place they go to play, relax, exercise, picnic or hang out with

friends are Murray City Parks. These parks and facilities are visited frequently or daily by respondents. This high use speaks to the importance of Murray City parks and recreation to residents' quality of life.

Figure 3.9

How often do you visit or use the following parks and recreation facilities in Murray City?

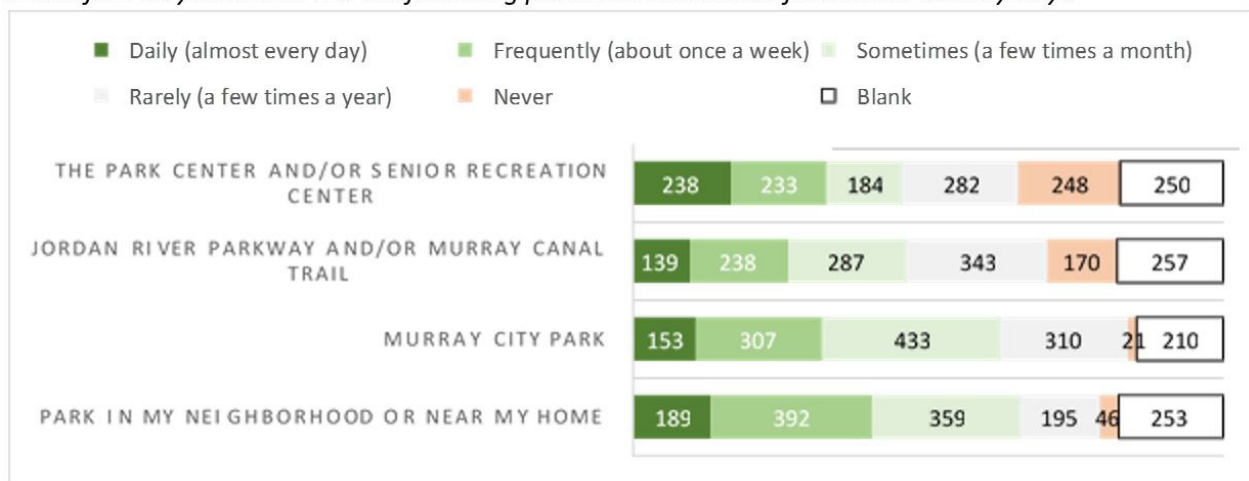


Figure 3.10



STATEWIDE TRENDS

Findings from the 2019-2022 Draft Utah Outdoor Recreation Plan (SCORP) and the 2012-17 Salt Lake County Needs Assessment corroborate these outreach themes and add details about the top types of facilities in need of development or expansion (Table 3.1) and renovation (Table 3.2) across the state.

Table 3.1: Top 10 Local Needs for New Facilities (2019 UORP)

New Facilities Needed	Weighted Ranking
Recreation Center	61
Sports and Play Fields	45
Trails and Walkways	35
Parks	12
Ball Fields	9
Parks - Natural	9
Sports Courts	7
Indoor Sport Courts	6
Parks - Dog	6
Indoor Aquatics Center	5
Indoor Pool	5

Table 3.2: Top 10 Needs for Renovations (2019 UORP)

Facility Renovation Needs	Weighted Ranking
Playgrounds	36
Restrooms	27
Pavilions or Shade Structure	25
Recreation Center	18
Lighting	11
Trails and Walkways	11
Ballfields	9
Sports Courts	8
Community Center	7
Parking	7
Sports and Play Fields	7

PARKS AND RECREATION CHARACTERISTICS

As part of Master Plan visioning, residents, focus groups and advisory groups described the characteristics of Murray City's ideal park and recreation system. These characteristics were used to define the values, vision and mission.

- Vibrant
- Inclusive
- Accessible
- Fun + engaging
- Safe + secure
- Well-maintained
- Innovative
- Progressive
- Family-friendly
- Multi-generational
- Healthy and fit
- Balanced (active and serene)
- Walkable/bikeable
- Interconnected
- Historical
- Artistic
- Inspiring
- Educational
- Diverse + varied
- Sustainable
- Green
- Eco- and environmentally-friendly
- Fiscally responsible
- High quality
- Evolving
- Visionary
- Implementable

Vision Framework

The priorities, values, and aspirations of Murray City's residents are the guiding forces for the Parks and Recreation Master Plan. Through extensive public involvement and meetings with residents, focus groups and advisory groups, these aspirations were identified and integrated into our vision framework. The framework includes the following elements:

Our Values are the qualities and ideals that guide our park and recreation system.

Our Vision is the desired end state or aspirations for our preferred future.

Our Mission defines the essential purpose and business of the Parks and Recreation Department, working with the City to achieve the Master Plan's vision and goals.

Master Plan Goals identify overarching directions for long-range change for parks, recreation, arts, facilities and related Department services.

This vision framework--together with the technical findings from the community needs assessment--provides the foundation for Master Plan policies and strategies, site recommendations, and our action plan for the future. Figure 3.11 illustrates the vision framework.



Murray City Parks and Recreation

Stewardship | Innovation | Healthy Living | Families + Community | Education + Culture
Independence | Creativity | Connectivity | Economic Vibrancy | Green Space + Nature

We aspire to create a vibrant, healthy, cohesive and sustainable community by connecting our residents to outstanding parks, arts and culture, nature and one another.



Goal 1: Maintenance and Stewardship

Take care of City park assets, facilities and natural resources.



Goal 2: Accessible Parks and Trails

Provide a system of well-maintained, high quality parks and trails.



Goal 3: Recreation Variety

Provide facilities to meet diverse and evolving community recreation needs.



Goal 4: Inclusive Activities

Foster community cohesiveness through engaging events and programs.



Goal 5: Art, History and Placemaking

Create a park system that contributes to Murray City's image, beauty and sense of place.



Goal 6: Sound Management

Ensure quality parks, facilities, and programs through sound management.



Department Mission

We actively care for our parks, facilities and trails, engage our community through programs and events, and protect our river and greenways to create a beautiful, livable city.

Figure 3.11: Vision Framework



CHAPTER 4

Community Needs

All communities strive for a great parks system that incorporates art, trails, recreation facilities, programs and events. However, the investment needed to provide everything desired is often more than the community can, or is willing to, afford. As such, a technical analysis was conducted of Murray City's park land, trails, facilities, art and programs to help cross-check outreach findings and determine what is truly needed. Preliminary needs and opportunities were identified and discussed with the advisory groups to determine the right level of service to provide in Murray City, and what is needed to do so. This chapter defines the desired level of service in the context of the needs analysis, describing needs for the amount and types of parks and trails, the condition of parks and facilities, the renovation and development of major facilities, and the type of recreation, arts and cultural programs and events needed.

Recreation and Demographic Trends

Population growth, changing demographics and evolving recreation trends all influence community needs for parks, recreation facilities, trails, programs and events. Murray City is anticipated to grow by approximately 13,000 residents by the year 2030¹, significantly increasing recreation needs and creating demand for new parks. Apartments and other types of multi-family housing units will increase residential density and park demands in some areas. In the future, Murray City may be home to a mix of families, younger adults and professionals, empty-nesters and older seniors, creating a need for a wide variety of recreation opportunities, new programs and leisure activities.

The demand for parks, facilities, trails, events and programs is also affected by the workers, shoppers, service patrons, and others who visit or work in Murray City. The City estimates that Murray's population nearly doubles during an average work day. While park standards are typically defined based on the residential population alone, park and recreation needs must take into account participation and use by residents, workers and visitors alike.

The Murray City community noted a desire for a greater variety of recreation activities and experiences in parks, especially those supporting sports, fitness, and play. Residents' aspirations may be influenced by the following regional and national trends affecting park design and programming.

¹ Governor's Office of Management & Budget

CREATIVITY AND PLAY FOR ALL AGES



The benefits of play for children, youth and adults are well documented through research. Cities need playgrounds and other environments to encourage active play, creativity, dramatic play, exploration, skill-development and socialization. Children's play areas are diversifying to better support these opportunities. Instead of traditional playground equipment for ages 2-5 and 5-12, towns and cities are providing more diverse nature play, water play, adventure play, music, thematic and destination play areas that appeal to all ages, plus offer multi-generational and parent/child play opportunities. Both indoor and outdoor programs and play spaces are also being integrated to meet the "playful" needs of teens, younger and older adults and seniors. Outdoor fitness equipment, ziplines, family slides/hill slides and play elements designed for larger and older people are on the rise. Indoor spaces such as maker spaces, innovation hubs, and theaters now allow all ages to explore opportunities to be creative, dramatic and playful.

TRAIL-BASED ACTIVITIES



Trails for non-motorized transportation and recreation continue to grow in importance. Nationally, trail-related recreation, including walking, hiking and running, are among the most popular outdoor recreation activities. According to the 2016 Outdoor Foundation Outdoor Participation Study, running was the most popular outdoor activity in the United States, with more than 53 million participants involved and a participation rate of 18%. Hiking is the fifth most popular, with 13% of Americans over the age of six participating. A full 50% of Americans report that they walk for fitness. The popularity of these activities is consistent across age groups, income levels, education and ethnicity. This interest in trails is fostering the development of multi-use, hard-surfaced trails, soft-surfaced trails for jogging and nature walks, looped trails with mileage markers in parks, tricycle tracks and recumbent bike tracks for all ages, and even dog walking routes with dog waste stations. Interconnectivity with regional trails across jurisdictions into nearby cities is also key to create longer trail experiences.

CONNECTING TO NATURE



Across the country, there is a movement to re-connect children and adults with nature and the outdoors. Books such as the *Last Child in the Woods* and initiatives such as the Natural Learning Initiative have focused renewed attention and research on this topic. These efforts respond to the decreased time kids spend outdoors in comparison to previous generations, plus concerns about the effects of a sedentary lifestyle, too much screen time and too little active, unstructured play for children. Since close-to-home access to nature is critical, towns and cities are protecting nearby natural areas, seeking to integrate more natural areas into developed parks, and providing programs to introduce people of all ages to nature and wildlife. Some agencies are introducing “naturehood parks” in lieu of the traditionally manicured neighborhood parks. These spaces are designed to include pollinator patches, native plants, community gardens and low-quality nature spaces that allow kids to dig holes, find bugs, get muddy, throw rocks and explore.

AN ACTIVE, AGING POPULATION



The population across the United States is aging, given the prevalence of the Baby Boomer generation and fact that people are living longer. This trend means that recreation agencies must provide facilities and programs to serve older adults and seniors who possess diverse interests and varying abilities. The “older adult population” includes people with a range of needs: seniors interested in developing new skills and learning new activities; those seeking to stay active and physically fit; those with health issues and access concerns; seniors desiring passive and more contemplative activities; those looking for intergenerational interactions; and those who want more quiet environments. Since older adults today stay healthier, greater numbers of people need low-impact, accessible facilities and programs—addressing declining vision, hearing, coordination and mobility—that will allow them to continue to stay active and engaged.

PARK ACTIVATION



Trends nowadays favor emphasizing and increasing the activities you can do at parks. This includes temporary and permanent, drop-in as well as organized activities that support active, passive, artistic and social opportunities to increase the use and vibrancy of public spaces. Park agencies are designing and developing activity and social hubs in parks to increase park use. These include permanent elements such as group seating areas, dog parks, chess tables, cornhole and outdoor ping pong, as well as temporary play elements and mobile recreation programs. While “activated” parks will have higher maintenance needs because of the higher level of use, this investment provides an important balance to parks designed to provide quiet open space, solitude and aesthetic and visual appeal.

VARIED SPORTS AND FITNESS OPTIONS



Many cities and towns across the United States are experiencing rising levels of obesity and increasing rates of diabetes and heart disease. As people have become increasingly sedentary and exercise less, park agencies are exploring ways to promote preventative healthcare and active living to reduce health care costs. Nation-wide studies have connected various facilities and programs in neighborhood parks with an increase in physical activity. As a result, many communities are investing more in outdoor fitness equipment, indoor and outdoor programming spaces to host boot camps, tai chi and yoga, a greater variety of sports courts, and features such as climbing spires and rock walls, parkour, and bike pump tracks. Traditional amenities such as basketball courts and soccer fields continue to receive strong use. However, cities like Murray City are getting more creative in the use of diamond ballfields as baseball and softball decline, providing activities such as kickball, spike ball, and smash ball for youth and adults.

SEATING AND SOCIAL GATHERING ARRANGEMENTS



As cities promote more inclusive, welcoming public spaces, park agencies are finding ways to foster connections within parks by varying seating and social space. Gone are the days of providing only picnic tables that are designed for the nuclear family and benches distributed individually through the park. New seating arrangements include accessible benches and chairs in conversation circles, family-style long tables, grouped tables for friends and extended families, and movable chairs and tables that can be grouped as needed. Playful, colorful Adirondack-style chairs are appearing in more parks, as are wider plop benches for mothers with diaper bags or students with backpacks to sit down with their stuff. Artistic seating and seatwalls are also more prevalent.

Park Land and Trails

Murray City owns approximately 424 acres of parks, open space and trail corridors. To determine whether more park land and trails are needed, a Needs Assessment evaluated needs for park land and trail corridors. The evaluation included the following:

- **Access to Neighborhood-Serving Parks:** An access analysis evaluated park land distribution and access based on the actual routes and distances people travel to reach neighborhood-serving parks from their homes. A neighborhood-serving park is one that provides essential play space and social gathering space to meet close-to-home recreation needs.
- **Needs for Other Types of City Parks:** City residents desire a variety of recreation opportunities, including specialized facilities, programs and events that would not be provided in a neighborhood park. This analysis considered land needs for other types of parks.
- **Trail Analysis:** Using GIS data, existing, planned and proposed trail routes were mapped to identify connectivity opportunities and needs. These opportunities were vetted to determine the most realistic options for expanding trails in the city.
- **Level of Service Analysis:** Level of service (LOS) is a metric used to guide the amount

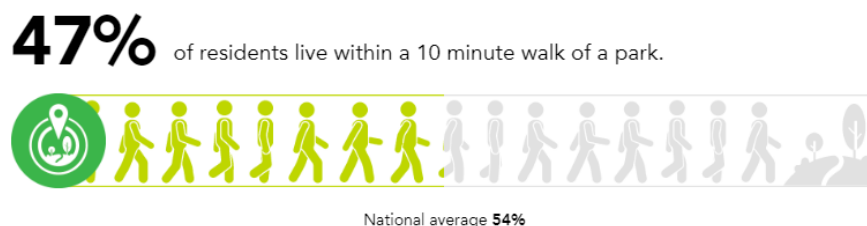
of park land provided in a community. It is presented as ratio of park acres per 1,000 residents served. It is calculated based on the current inventory and current and future population to identify acreage needs. This analysis considered the amount of new acreage that would need to be acquired and/or developed to provide the desired level of service for Murray City.

ACCESS TO NEIGHBORHOOD-SERVING PARKS

Everyone benefits from living within walking distance of a park. Not all Murray City residents, however, have access to a park within walking distance from their home. The differences are especially noted in between east and west Murray City, where the annexed areas of eastern Murray City have no or few City parks.

The Master Plan applied ArcGIS Network Analyst™ to identify areas where residents have access to park land within a ½-mile walk. The ½-mile travel distance equates to approximately a 10-minute walk, which is the industry standard for the provision of park land. Murray City's current standards (noted in 1994 Master Plan) are based on providing neighborhood parks within ½-mile from all

Figure 4.1: ParkServe® Percentage of Murray City Residents Living Within Walking Distance of a Park



residents. However, the City recognizes that smaller parks may only draw residents from a ¼-mile away.

As noted in Chapter 2, some parks in Murray City are intended to meet neighborhood needs by providing children’s play opportunities, fitness space and social gathering space to meet local needs. In Murray City, Murray City Park and parks along the Jordan River Parkway also address the needs of nearby neighbors, even though they also provide a greater variety of recreation options. Collectively these parks are considered neighborhood-serving parks. A site such as a golf course or a cemetery is not, because those sites serve more specialized and unique needs.

The first analysis identified 19 areas in the City that did not have access to a City-owned, neighborhood- parks. (See Map B-1

in Appendix B). Because outreach findings indicated that park land acquisition was not a top priority, the planning team evaluated other opportunities to meet needs in these unserved areas. The analysis considered the following:

- The residential density of the unserved areas (which affects the demand for park land)
- The presence of Murray City Schools with accessible recreation facilities
- The presence of parks and facilities provided by others, such as churches and Salt Lake County
- The presence of special use sites such as the Cemetery, golf course, Murray Theater, Vinecrest Detention Basin and private recreation amenities such as 24-Hour Fitness

As summarized in Table 4.1, only four areas in Murray City are not served by some type of recreation or open space opportunity. These include areas in west, central and east Murray City.

Table 4.1: Unserved Areas and Opportunities

Number of Unserved Residential Areas (not within a 10-minute walk of a City park)	Residential Zoning	# of Areas Served by These Providers			# of Areas Not Served by Any Other Opportunity
		Murray City Schools	Parks and Facilities Provided by Others	Special Use Sites*	
19 areas	Varies	6	5	10	4

See Table B-1 in Appendix B for details.

*Special Use Sites include specialized recreation facilities and undeveloped open space, such as cemeteries, golf courses, detention basins, and private fitness clubs/indoor facilities.

AREAS WITH PARK NEEDS

Areas Where New Neighborhood Parks are Needed:

- Northeast Murray City
- Central-east Murray City
- Southeast Murray City
- Central Murray City
- Central Transit Station Areas

Areas Where Park Development is Needed to Meet the Needs of Nearby Neighbors:

- Murray Cove Park Property
- Jefferson Detention Basin
- Vinecrest Detention Basin

Upon further discussion with Advisory Committee members, the access analysis was re-run to take into account additional City parks, trails and schools. (See Map B-2 in Appendix B). This showed five critical areas where park acquisition is needed, as well as three areas where recreation development is needed on park land already owned by Murray City.

OTHER PARK NEEDS

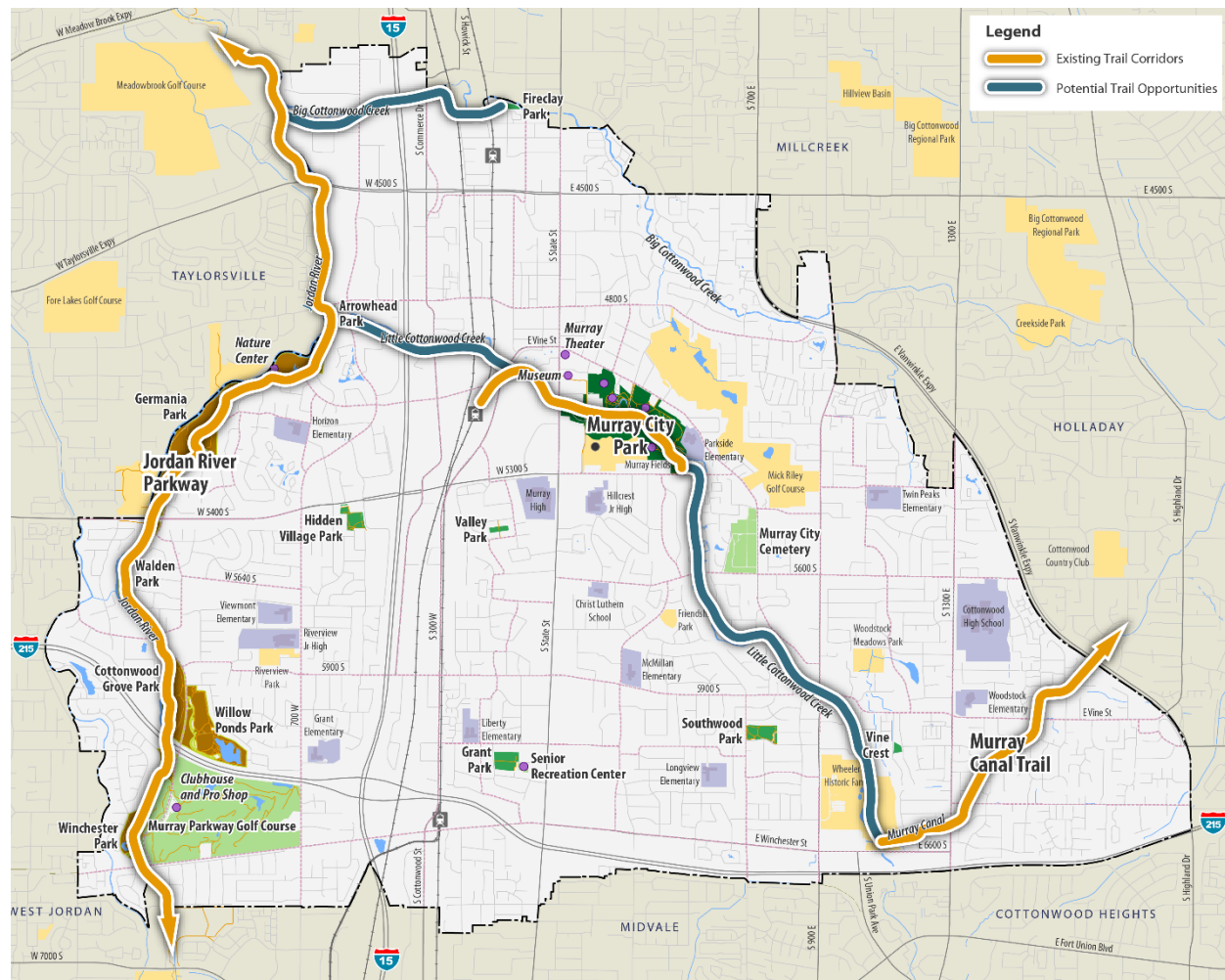
Besides neighborhood parks, there is a need for civic and event space in the Central City. As such, the City is pressing forward in developing a new Civic Center called the Murray City Center redevelopment project. At its focal point is a new City Hall and a proposed urban plaza with art and greenspace in the city core. The redevelopment of Murray City Center will address the community's need for more cultural space and catalyze development by supporting greenspace, enhanced connectivity, and social gathering space in the central city area.

TRAIL NEEDS

There is a strong desire in Murray City for trail connectivity. However, apart from the existing corridors – the Jordan River Parkway and the Murray Canal Trail – there are few opportunities and potentially great costs associated with retroactively constructing new trails in a built-out community, where interstates, major roads, transit lines and railroads provides barriers to connectivity. The Needs Assessment explored opportunities for trail development (See Map 4.1). However, even along riparian corridors such as the Big Cottonwood Creek and Little Cottonwood Creek, private land ownership along the creek makes it difficult to add trails along



Map 4.1: Needs Assessment Trail Analysis



Existing trail corridors (orange lines) and potential trail opportunities (blue lines) were mapped to assess opportunities to connect existing trails and parks. The Advisory Committee discussed this analysis, noting that creek-side trail corridors would be difficult to acquire and implement.

these corridors. While trails are important to residents, only 20-25% of people are saying more trails are needed.

While trail development will be challenging, identified trails needs include:

- Better lighting and support amenities along trails (benches, interpretive signage, shade, etc.)
- Amenities and facilities to support trail-activities
- Improved connections in the City center

between Murray City Park, the new City Hall, the Intermountain Medical Center and nearby businesses

- East-west connectivity where feasible, especially connecting Murray City Park to Jordan River Parkway
- Connections between existing parks and trails
- Extension of existing trails locally and regionally where feasible
- Trails within existing parks, including looped walking paths, tricycle loops, nature trails, art walks and dog walking areas

Level of service (LOS) is a metric used to guide the amount and types of parks and facilities provided in a community. For park land, it is typically presented as ratio of park acres per 1,000 residents served. It is calculated based on the current inventory and population to identify acreage needs.

PARK LAND LEVEL OF SERVICE AND NEEDS

With 424 acres of City parks and another 229 acres of County parks serving 49,897 residents, there appears to be plenty of park land and park opportunities for Murray City residents. However, if the standards noted in the 1994 Master Plan are applied and carried forward into the future, the City would need substantially more park land to meet the needs of its growing population. For this reason, the Master Plan included a level of service (LOS) analysis to evaluate its park land standard and determine the right amount of park land to provide in the future.

Table 4.2 summarizes the additional park land acreage needed by 2030 to accommodate Murray City’s projected population increase. The table provides an assessment of the amount of park acreage needed per 1,000 residents, if the population grows as anticipated to 62,103 residents. Additional park needs are were considered by examining four different service levels:

- **Needs Based on Standards in 1994 Plan** – The 1994 Master Plan proposed a level of service of 12.25 acres per 1,000 residents. To achieve this, the City would need 347 more acres of park land. Advisory Committee members felt that this was unrealistic. Outreach indicated that residents did not agree that land acquisition at this level is a priority.
- **Needs Based on Maintaining Existing LOS** – The existing level of service is 8.3 acres per 1,000 residents. Maintaining the existing level of service as the city’s population grows would require an

Table 4.2: Murray City Park Land Acreage Needs Summary (Year 2030)

	Existing Park Acres*	Existing LOS	Standard or Guideline	Additional Acres Needed in 2030
				62,103
Meeting				
Needs based on Standards in 1994 Plan	413.1	8.3	12.25	347.7
Needs based on Maintaining Existing LOS	413.1	8.3	8.3	102.4
Needs based on Providing Desired LOS	413.1	8.3	7.1	25.3
Needs Based on Top Acquisition Priorities Only	413.1	8.3	7.0	22.2

Population Source: Murray Community Economic Development Department

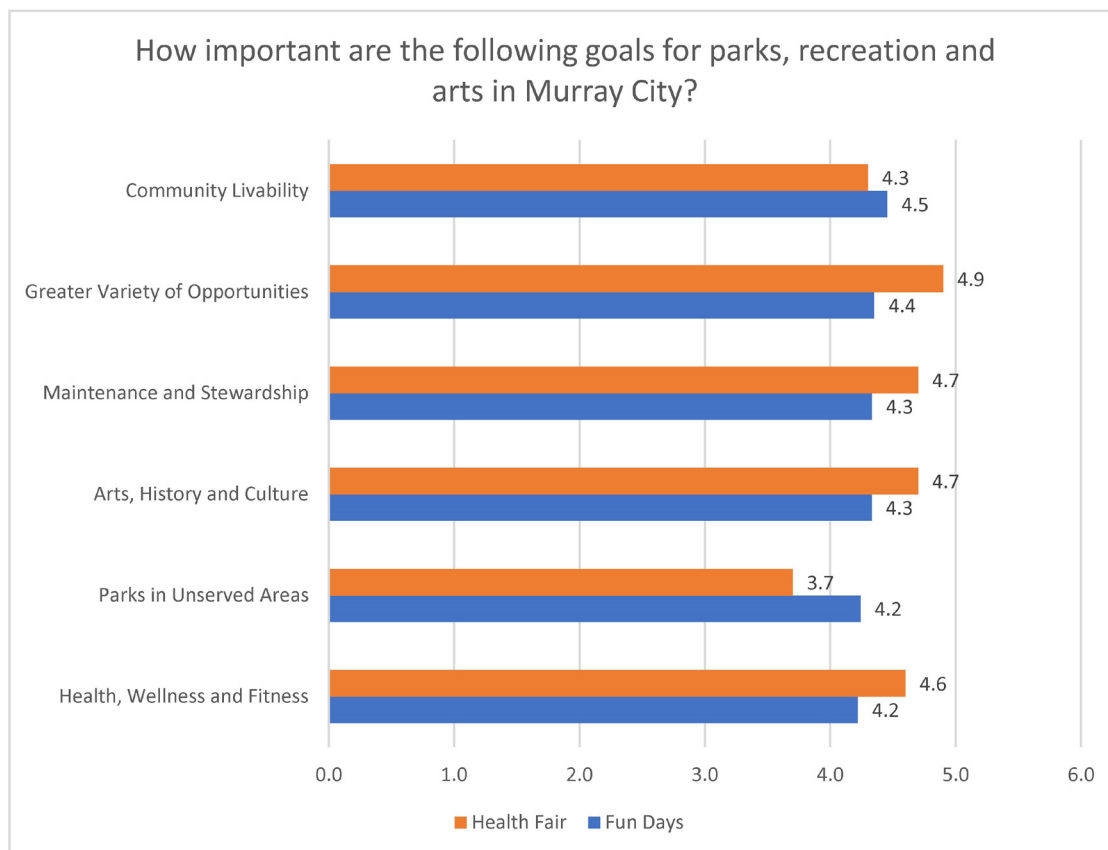
LOS = level of service

**Existing Park Acres do not include undeveloped sites such as the Murray Cove property, Vinecrest and Jefferson Detention Basins, or the Murray Theater (which is not currently publicly accessible).*

additional 102 acres of park land by 2030. Again, this did not seem consistent with community priorities or the direction from Advisory Committee members.

- Needs Based on Providing Desired LOS** – If the need for neighborhood-serving parks, other city parks and trail corridors noted above are carried forward, the City would need to acquire 25+ acres of park land to provide a level of service of 7.1 acres per 1,000 residents in the future. This is advisable for the future.
- Needs Based on Top Acquisition Priorities Only** – Eastern Murray City is a built-out area, and the reality is that park acquisition will be a challenge here. While all opportunities for land acquisition should be considered, it is likely that less park land will be available in the next ten years. Realistically, a level of service of 7 acres per 1,000 residents is achievable through the year 2030. If only the most important community needs are met in terms of park land acquisition and development, 22 additional acres should be prioritized for park land by year 2030.

Figure 4.2: Priority Goals Noted in Prioritization Pop-Up Events (Weighted Scores)



Participants at two pop-up events at Murray Fun Days and the Health and Safety Fair ranked priority goals on a scale of one (least important) to five (most important). Results show five of the six goals are highly important. Respondents considered “providing new parks in unserved areas” as the least important.

Park Improvement and Enhancement

ASSET MANAGEMENT AND MAINTENANCE NEEDS

City parks are well-maintained, earning a reputation for their cleanliness and safety. In addition to park sites, the Parks Department maintains the landscaping around several public buildings, street rights-of-ways and similar beautification spaces. The result is a heavy maintenance workload that requires substantial resources.

While parks are well maintained, funding for park improvements and asset management has been variable. Unlike routine and preventative park maintenance, Murray City has no dedicated annual funding for facility improvements and capital reinvestment. This makes it difficult to plan for necessary park upgrades.

While several projects have been completed in recent years to improve old and worn amenities and facilities, several improvements have been delayed because of lack of funding and are now considered “deferred maintenance.” Several facilities have continued to deteriorate until more significant repair and/or replacement is needed. Deferred maintenance includes the following:

- **Replace playground equipment at four sites.** The typical lifecycle of most play equipment is estimated at 15-20 years. The Winchester Park playground (22 years), Valley Park playground (25 years) Germania Park playground (24 years) and Parkside playground (21 years) need replacement.

- **Replace the pavilion at Murray City Park.** Four pavilions are in the process of being replaced to address structural, electrical and drainage issues. A fifth pavilion still needs improvements.
- **Update the Ken Price Baseball Field.** The historic grandstand seating and terraced walls are deteriorating. The concession stand is not up to Board of Health standards and remains closed. Dugouts need updating.
- **Improve Murray City Park.** As a regional park, Murray City Park shows signs of aging, worn and well-used facilities due to its popularity and age. In addition to the projects noted above, the following is needed:
 - Removing the closed ice rink and park offices
 - Upgrading irrigation lines
 - Updating ball field lighting
 - Replacing the playground
 - Upgrading the Outdoor Aquatic Facility
 - Renovating the Armory
 - Updating signage
 - Addressing the deteriorating Indian sculpture at the park entrance

According to respondents in the online questionnaire, the top funding priority and majority support for raising taxes is to maintain, repair or replace worn or older park features.

Several stakeholders noted that an Asset Management and Capital Replacement Plan is needed to guide the replacement of old and worn facilities and keep them in good condition.

DESIGN, ART AND PLACEMAKING OPPORTUNITIES

One of the strengths of Murray City is its affinity for art, culture and history, along with the desire to preserve and maintain its heritage and identity. Advisory Committee members and Focus Group members noted a need to better capture community and neighborhood character through park landscaping, furnishings, art, programs, interpretive elements, and other placemaking elements that support park identity. Quality park design and development guidelines, along with art branding will help ensure that parks reflect the character of the surrounding area and the spirit of the City.



MAJOR FACILITY CATEGORIES

As noted in Chapter 2, Murray City owns more than 680,000 square feet of major facilities. These range from facilities that are highly utilized to ones that do not currently support public access. Generally speaking, the City's major facilities can be divided into the following categories.

- 1 Popular, High-Demand Facilities** that Lack the Capacity to Increase Use (Unless Expanded or Renovated)
 - Park Center
 - Aquatics Center (Outdoor)
 - Amphitheater
 - Murray Senior Recreation Center
- 2 Popular Facilities that are Well-Utilized**
 - Nature Center
 - Parkway Golf Course Clubhouse and Pro Shop
 - Arboretum
- 3 Underutilized Facilities** that Have Limited Use Unless Renovated
 - Murray Mansion
 - Murray Chapel
 - Museum
- 4 Inactive Facilities** that Need Renovations for Use
 - Murray Theater
 - Armory

Major Facilities

Major indoor and outdoor recreation and art facilities require significant investments in capital development, renovation and repair, maintenance, operations and programming. Consequently, needs new, expanded or renovated major facilities are evaluated in the context of the business planning required for successful development and long-term operations.

PUBLIC DEMAND FOR MAJOR FACILITIES

The Murray City community needs year-round, indoor and outdoor opportunities for recreation and cultural arts. There is a strong demand for more programming space to support health and fitness primarily, but also performing arts, fine arts, and cultural arts activities. The challenge is that many of Murray City's major

facilities need a substantial investment to expand use, enhance functionality or support public access and programming. The City needs to consider various funding mechanisms to afford this investment. While residents feel more indoor space is desired, what's unclear from the Master Plan outreach findings is whether residents believe that this investment is needed. Future needs include additional public outreach, fundraising and discussions regarding the community's willingness to support this investment.

While expanding and improving indoor facilities and renovating the Murray Theater are considered important, they were identified as significantly lower funding priorities than repairing and replacing older park features, adding a greater variety of features and recreation facilities in parks, and building more trails.

Online questionnaire respondents tend to be people who are more interested in parks and recreation than the general population. However, the survey did not reveal a great deal of support for increasing taxes to renovate and expand major facilities. Only about one-third of questionnaire respondents indicated that they would support a tax increase to expand indoor facilities such as the Park Center, or to renovate historic buildings such as the Murray Theater, Armory, Mansion and Chapel.

Respondents to the online questionnaire noted that the greatest needs for indoor space include facilities to support indoor fitness and recreation activities, gymnasiums and sports activities, and large reservable rooms for events receptions and parties.

MAJOR FACILITY NEEDS BY FACILITY

Each facility has its own unique needs for renovation, repair, and expansion, as noted on the following pages.

A. Amphitheater — The Amphitheater was recently remodeled with upgrades to technology, restrooms, greenroom, and roof. The facility is in high demand, but it is unlikely to expand in light of the performance space anticipated to be added to the renovated Murray Theater. The Amphitheater's programs potentially could generate revenues for continued reinvestment in ongoing repair and replacement. There is an opportunity to enhance the nearby undeveloped outdoor wooded area to support amphitheater use and access.



B. Aquatics Center (Outdoor) — Murray City's pool in City Park is an older facility that was last remodeled nearly 20 years ago. It is in need of repair, replacement and upgrades to address changing trends and operational best practices in the provision of aquatic opportunities, plus increasing demands for pool and facility use. Needs and opportunities exist to expand seating and lounging areas (potentially on the hillside), increase deck space, add permanent shade shelter and/or rental cabanas, add a party room/shelter, and integrate more water play features.



C. Arboretum — The Joan M. Hardle Memorial Arboretum is an attractive and unique part of Murray City Park that highlights the beauty and diversity of plants from around the world. It also serves as a test site for new species and varieties of trees in Murray City. It has a loop trail and an attractive vista that's popular for weddings and family activities. Needs include continued maintenance and minor enhancements such as a photo backdrop.



D. Murray Chapel — This older facility needs repairs and upgrades to improve ADA accessibility and its value as a reservable community space for meetings and small events. This site will need more attention to support increased visibility and use as part of the City Center Redevelopment project near the new City Hall.



E. Murray Mansion — This older facility is unique and has a great deal of character. It includes a number of smaller rooms that may be suitable for meetings or social use, plus a dance floor to support some programming. Considerable renovations would be needed to ensure ADA accessibility throughout the building and to make it more functional for programs. This site will need renovations to serve as the future home of the Murray Museum, when the existing site at City Hall is closed. The Mansion will also need attention both indoors and outdoors as a focus point for a new greenspace—and across the street—plaza for events and outdoor programs.



F. Nature Center — The Kennecott Nature Center represents a successful City-School District partnership that provides opportunities for thousands of children from Murray City School District and selected Granite fourth-grade classes to observe and learn about nature. The Nature Center is generally open for scheduled classes during the Murray City District school year during school hours. It is not open to the general public, however, and not available for reserved uses. As residents desire more connections to nature and the outdoors and interests in nature increase, there is a need to further explore whether this facility can accommodate family-friendly programming after school hours.



G. Museum — The Murray City Museum is a steward of artifacts from Murray City's history that is located in the south wing of the current City Hall. It also has exhibit space in display cases along the main hallway. When the City Hall is relocated, the City will need to move these artifacts and displays to their new home in the Murray Mansion. Trends for museums favor interactive exhibits and educational/interpretive programming, so there may be a need to store some artifacts and re-invent the museum as a more interactive space with interactive exhibits.



H. The Park Center in Murray City Park — The Park Center is a popular, well-utilized facility with gymnasiums, indoor aquatics and fitness space. While the aquatics deck was just renovated and the corridors are used as fitness and social space, more programming and gym space is needed, especially given the community priorities for more health, wellness and fitness programs. There is a small footprint of space creating the potential to expand this facility. Funding will be needed for the new facility, as well as for the associated expansion of programs and drop-in opportunities. Facility needs include dry locker rooms, family-style changing rooms and restrooms, more fitness and studio space, a party room, storage space, social space or homework room for students/teens, as well as social space for active seniors/adults, and more gym space to support activities such as indoor pickleball, volleyball and basketball.



I. Parkway Golf Course Clubhouse and Pro Shop — The Clubhouse, Pro Shop and under-building cart storage are working effectively to support golf and associated social activities and the Parkway Golf Course. There are opportunities to improve the back room for either reservable uses or improved storage; the kitchen may need updating in the 10-year planning horizon. Given trends noting the decline of golf throughout the nation, expansion is not needed. However, the City may need to further explore options to expand the outdoor plaza and add a large pavilion to better support revenue-generating tournaments, events and similar uses to continue to operate this as an enterprise facility. These projects would require relocating the putting green to a new location.



J. Murray Senior Recreation Center — This community and recreation center recreation adults age 55+ is well-used and well programmed. Since Murray City has a higher percentage of residents ages 60 and older than in Salt Lake County, and the City’s senior population is growing, additional programming is needed for active older adults and seniors. This facility also needs minor improvements and continued refreshing over the next ten years to support changing programs, activities and trends in use. While it lacks fitness space, this need will be better met through the Park Center expansion. There is, however, a need to improve indoor/outdoor spaces at the Senior Center, particularly investing in low impact outdoor game and activity hubs, shaded areas, sports courts such as pickleball and shuffleboard, and continued trail maintenance for looped walking and biking.



K. Murray Theater — Refurbishing plans and fundraising are underway to renovate the historic Murray Theater. The renovated theater will contribute to Murray City’s identity and cultural history, plus help meet needs for arts programming and performance space. There is a need to consider revenue-generating opportunities for this site, such as reservable rooms, recital rooms/music studios, and some type of a public/private partnership to bring a restaurant, ice cream parlor, coffee shop or similar tenant to the adjacent space.



L. Armory — Given the historic importance of this building and its prominent location in Murray City Park near the Boys & Girls Club, there is a need to renovate the facility to support programming and reservable large group community uses. The Mansion and Chapel will support small group reservable uses when renovated. In light of strong community demand for indoor sports space, an indoor fieldhouse would be appropriate here in lieu of a large event space. While both are needed, the community's appetite to support big projects and the timing of the facility renovation is more likely to determine future uses, since community needs may change before funding is available to renovate this building. When renovated, additional space for storage will also be needed.



M. Old Ice Rink and Park Offices — These inactive facilities closed over 10 years ago. Although screened behind a fence, these buildings are an eyesore in the City's most visible and well-used park. There is a need to remove these facilities and repurpose the space for another use. Since the current building and area is used for storage, there is an associated need for storage/maintenance space in a less visible space in or near Murray City Park.



Outdoor Recreation Facilities

FACILITY LEVEL OF SERVICE

A level of service analysis (LOS) was conducted to determine the amount and types of facilities that should be provided in Murray City. Facility level of service can be measure as a ratio of one facility per number of residents served. Murray City's level of service was compared to standards set in the 1994 Master Plan for 11 types of facilities.

The analysis revealed that the City is meeting its standards for baseball diamonds, swimming pools, golf courses, and outdoor volleyball courts only. It is deficient in all other all other facility types, including playgrounds, picnic pavilions, and other types of sports courts and fields.

Unlike park land standards, fewer communities apply numerical LOS standards. Many rely on good park design and site master planning to determine what types of facilities to provide. The notion that good park design—rather than numerical standards--should drive facility development was echoed by Advisory Committee members and emphasized through outreach. Rather than providing more of a selected few types of facilities, community members need a greater variety of recreation amenities and facilities in Murray City parks.

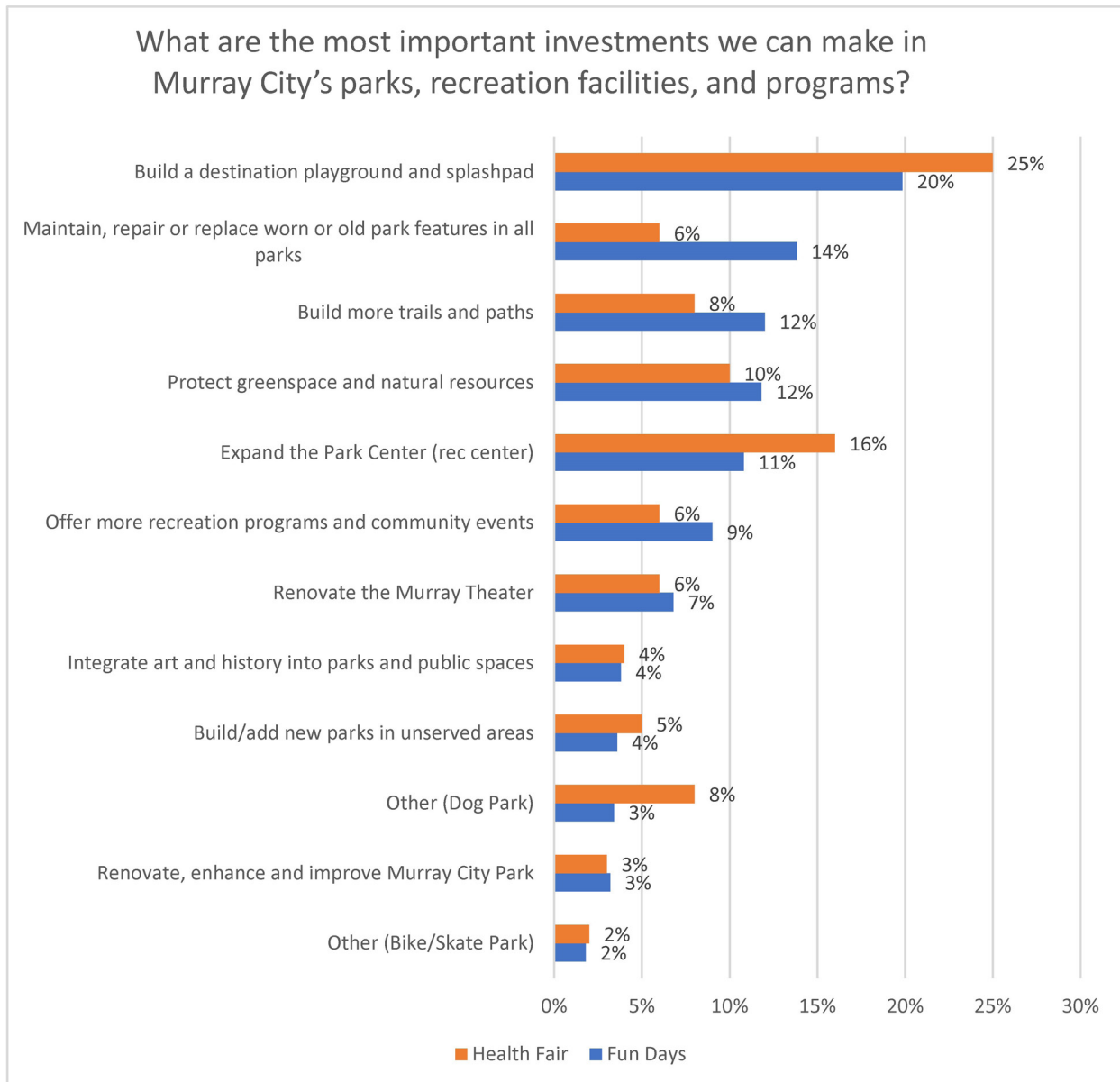
FACILITY VARIETY

Instead of needs for specific types of amenities and facilities, what's needed moving forward is a greater variety of opportunities. For example, while there will be a need for new playgrounds in new neighborhood parks, the greater need is for more variety of play opportunities. As noted in Figures 4-3 and 4-4, these needs including water play, nature play, challenge opportunities such as climbing walls and ziplines for older youth and teens, etc. A giant destination play area is needed in Murray City park to enhance play in a way that is befitting a regional park.

Similarly, other types of facilities are needed to expand the variety of what is offered. Elements such as disc golf, badminton, futsal, more pickleball, dog parks, bike pump tracks, and other are needed.

"Adding more or a greater variety of features in parks" was the 2nd top priority noted in the online questionnaire.

Figure 4.3: Investment Priorities Noted in Prioritization Pop-Up Events



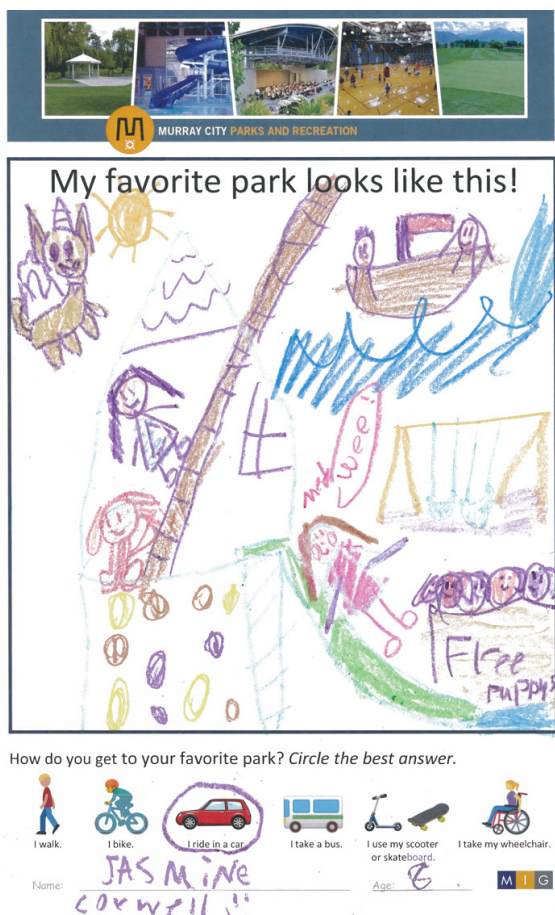
Participants at two pop-up events at Murray Fun Days and the Health and Safety Fair were asked to select two top priorities and write in additional priorities if not on the list. The top result was a write-item item to build a destination playground and splashpad. Other options and facilities received mixed responses.

Recreation and Art Programs and Events

Murray City's Parks and Recreation Department excels at providing programs and events to meet community needs for arts and recreation. As noted in Chapter 2 and Appendix A, programs are designed to address the needs of a variety of ages and interests. However, as new parks are added and major facilities

are renovated or expanded, the City will need an expansion of programming, including more City staff and a greater investment in park activation, facility operations and management, organized events, and staff-led programs. When several new facilities are brought online or expanded—including the

Figure 4-4: Coloring Pages from Pop-Up Events Show a Variety of Play Features Desired



As a coloring/drawing activity, children and youth at two pop-up events were asked to illustrate what their ideal or favorite park looks like. The coloring pages highlighted children's interest in water features, such as a splash pad, water slide, pool, and river. They also illustrated active play that included a climbing wall, monkey bars and swings.

Murray Theater, City Hall plaza, Park Center, Murray Mansion/Museum, and Armory, these will trigger a significant boost in recreation and arts programming. The following types of programs, events and services are needed:

- **Performing arts programs**, including additional concerts, plays and performances, will be needed to generate revenues at the Murray Theater.
- **Outdoor and indoor events** such as smaller craft fairs, farmer's markets, art shows, family activities, dances/socials, music and performances will be needed to activate places such as the City Hall plaza and Armory. These events are smaller than held in regional parks and facilities but may still attract people from across the community.
- **Outdoor and indoor health and fitness** are needed, including activities such as tai chi, yoga and boot camps in parks, futsal, pickleball and other sports leagues, field day events, designated walks and races, and expanded health and fitness options for youth, adults and seniors, etc.
- **Family and neighborhood activities** in parks are needed and may include mobile or pop-up recreation activities in parks and underserved areas, as well as more traditional ice cream socials, fairs, etc.
- **Arts, cultural arts, and art adventure** should see a dramatic expansion both indoors and outdoors, including programs such as letter boxing, treasure hunts, interactive museum elements, ethnic and historic events (food fairs), participatory historical activities (living history/re-enactments), trash can design contests, poetry slams, graphic and video arts programming, art introduction (crafts, jewelry, photography, music), etc. An artist-in-residence or poet laureate may be designated for the city.



- **Golf programs** may be needed in time to respond to changing golf trends, generate revenues and encourage new players. These may include programs such as Start New at Golf, speed golf, foot golf, etc. Traditional golf play should continue as long as green fees continue to support facility operations.
- **Environmental/nature programs** are needed for families and all ages (not limited to school youth). These may include activities for nature interpretation and environmental education at the Nature Center or other locations.
- **Senior programs** will continue to be needed as the population ages. These may include expansions in senior fitness, social opportunities, health and wellness, lunch programs, lifelong learning activities, and other special interest classes.
- **Multi-generational activities** and programs for younger adults will continue to be needed to ensure recreation and art opportunities are available for all ages.





CHAPTER 5

Systemwide Policies

Murray City's vision and goals for parks, arts and recreation, plus community needs for parks, facilities and programs, together inform the policies of the Parks and Recreation Master Plan. This chapter presents the policies and standards that the City will use to guide the acquisition, development, renovation, activation, maintenance and management of new and existing parks and facilities. Organized by the six goals for the park and recreation system, these strategic policies provide overarching direction and guidance on ways to enhance park and recreation services. They provide a foundation for the site recommendations that appear in this Master Plan.

Policies and Standards

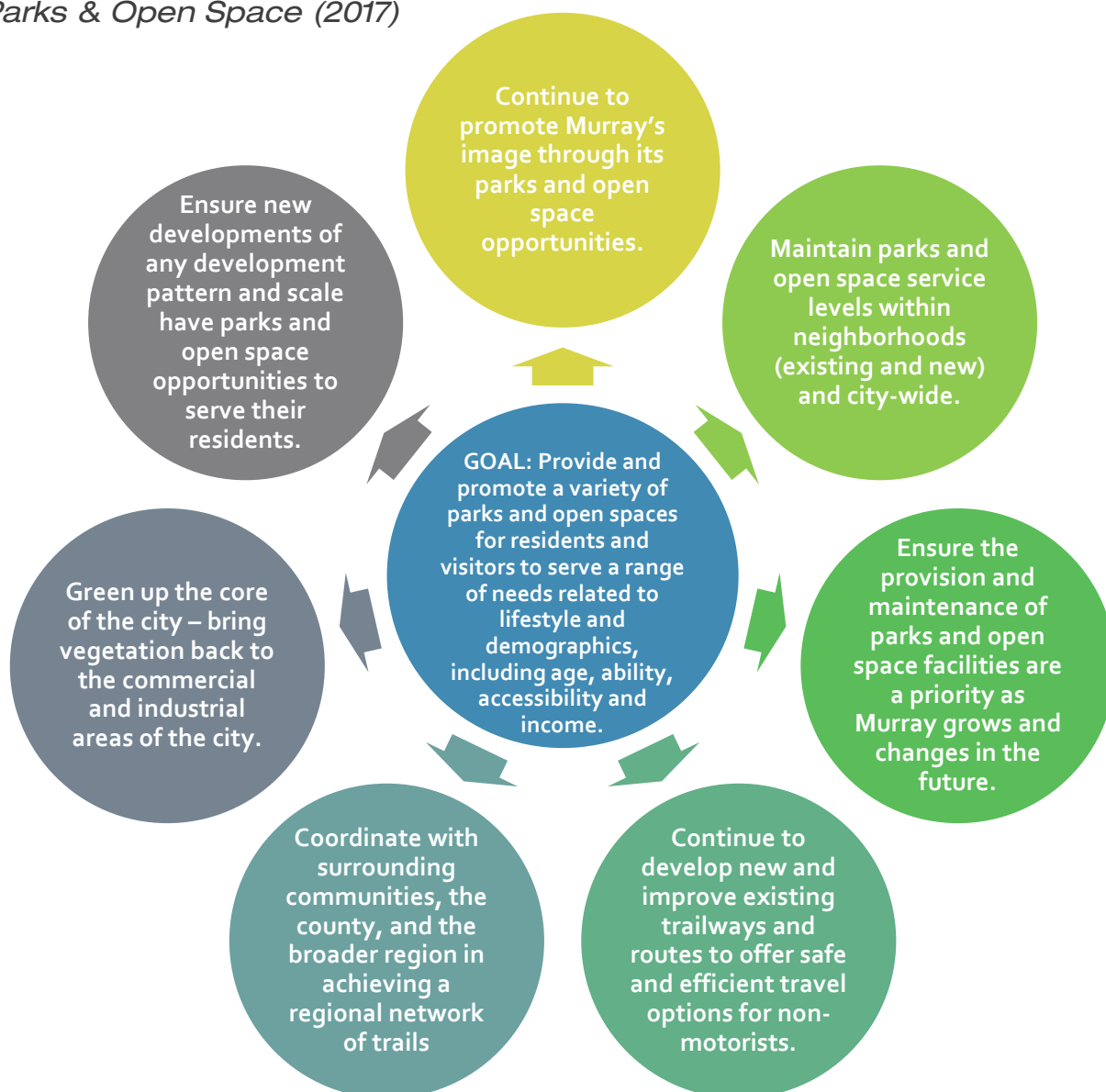
On the following pages, the Master Plan identifies the policies, standards and strategies that will guide the provision of park and recreation services over the next ten years. These elements are collectively called systemwide policies because of their implications across the park and recreation system. They are not presented in priority order, since all are integral to a success parks and recreation system. They are organized by the six Master Plan goals.



Some of the policies presented here include new standards for the provision of park land. These standards are intended to replace the park land and facility standards in the 1994 Master Plan, which are no longer relevant.

Some of the policies presented here correspond to information in the 2017 Murray City General Plan. These policies are intended to supplement the General Plan objectives and strategies.

Figure 5.1: General Plan Goals and Objectives for Parks & Open Space (2017)



The more detailed goals and policies in the Parks and Recreation Master Plan identify the strategic initiatives and standards that will help achieve the objectives identified in the 2017 General Plan.



- 1.a Park and Facility Maintenance:** Provide high quality routine and preventative maintenance to ensure the attractiveness and usability of parks and facilities.
- 1.b Maintenance Tiers:** Adopt and assign parks and major facilities to a tiered maintenance system (basic, standard, enhanced, natural resources) to ensure each site receives the appropriate level of maintenance and care. (See Appendix C).
- 1.c Programming Impacts:** Invest more in park and facility maintenance as events and programs are increased citywide to offset the impacts on landscaping and facilities.
- 1.d Maintenance for New Parks:** As parks, facilities and trails are acquired and developed, ensure that sufficient maintenance funding is allocated for routine maintenance and longer-term repairs and replacement.
- 1.e Asset Management:** Initiate an asset management program to track park age and facility lifecycles, setting aside funds to replace, refresh or renovate landscaping, infrastructure, facilities and equipment when old and worn.
- 1.f Deferred Maintenance:** Prioritize and sequence deferred maintenance projects identified in the Master Plan in annual capital improvement planning and annual operating budgets.
- 1.g Safety Inspection:** Conduct regular park maintenance and facility inspections on park buildings, playground equipment, and recreational fields to allow for their continued public use and enjoyment.
- 1.h Natural Resource Stewardship:** Establish a standard of maintenance in all parks, natural areas, and greenways to control invasive species, remove/prune hazardous trees, control river- and stream-bank erosion, minimize wildfire hazards, ensure visibility and promote safe access.
- 1.i Natural Resource Protection:** Work with partners to identify, assess, protect and restore where needed habitat and significant natural resources in parks, greenways, riparian corridors and other areas throughout the City to preserve vital ecological functions, improve water quality, protect habitat and increase biodiversity.
- 1.j Beautification Areas:** Continue to maintain landscaping and building grounds in highly visible City-owned public spaces that contribute to the City's identity and aesthetics. Ensure that maintenance requirements for beautification areas do not reduce the availability of park maintenance staffing and funding.

Goal 2: Accessible Parks and Trails

Provide a system of well-maintained, high quality parks and trails.



2.a Park Types: Provide a mix of parks with different functions to meet a variety of recreation needs. Provide the following:

- **Neighborhood parks** that provide essential play opportunities and gathering space for nearby neighbors;
- **Regional parks** that support indoor and outdoor recreation, large group gatherings, events, and open space for residents and visitors;
- **Special use sites** that provide unique opportunities that attract people from across the city; and
- **Jordan River Parkway** sites that mix local recreation opportunities and specialized uses to meet the needs of nearby neighbors and residents community-wide, while protecting open space along the river corridor.

2.b Park Distribution & Recreation Access:

Ensure that residents have access to a park or recreation opportunity within a 10-minute walk of home (or roughly ½-mile). This should take into account barriers such as I-15, I-215, and rail and river corridors, but may include City parks, trails and open space, privately-owned public spaces, and school recreation facilities where access is ensured through joint use agreements.

2.c Park Land Level of Service: Acquire park land to provide a minimum of 7 acres of park land per 1,000 residents as the community continues to grow. Where feasible, exceed this level of service to improve the distribution of an access to parks, where noted in Master Plan recommendations.

2.d Underserved Areas: Strategically evaluate all opportunities to provide park land in identified underserved or unserved areas, particularly in East Murray. Maintain an acquisition fund to have monies available when opportunities for land acquisition arise in targeted areas. Pursue joint-use agreements to ensure public access to parks, recreation facilities and trails provided by others where appropriate. Consider pop-up or mobile recreation opportunities for residents in areas where park land or public space is not available.

2.e Park Land Divestment: Avoid the divestment, sale, or parceling of City-owned park sites. If park or golf course operations are insufficient to sustain future site use, identify ways to re-purpose sites as park land that continue to meet evolving recreation needs.

2.f Park & Facility Accessibility: When replacing and renovating facilities, ensure that accessibility improvements are made as per the Americans with Disabilities Act (ADA) and the Architectural Barriers Act (ABA). Where warranted, exceed ADA requirements (such as the width of paths of travel) to make parks and trails accessible to families, parents with strollers, people of all ages and abilities, and multi-modal users.

2.g Support Amenities in Parks: Provide support amenities in parks to provide comfortable, user-friendly park experiences.

- **General Amenities:** Provide support amenities such as benches, dog waste stations, benches, trash receptacles, drinking fountains, bike racks and other standard features commensurate with the scale of the site and intended level of use.
- **Shade:** Provide shade in all parks through tree canopies, shelters, shade sails, umbrellas or similar elements to support health and wellness. Shade playgrounds and picnic areas in larger parks.
- **Signage:** Apply a consistent template for informational, directional and site identity signage in parks and trail corridors.
- **Restrooms:** Provide restrooms in community-serving parks where programming or events are provided.

2.h Trail Development: Develop off-street bikeways and pedestrian trails to improve access to parks and connect people to key destinations, such as parks, schools, the City center and the Jordan River Parkway. Prioritize local

trail development that provides east-west connectivity and connections to parks and public facilities, as per recommendations in this Master Plan. Collaborate with Salt Lake County and nearby cities to implement and connect Murray City to a regional trail system.

2.i Park Access to Pedestrians and Cyclists: Develop park entries and access points for pedestrian and bicyclists where trails connect to parks and public spaces. Provide park identification and wayfinding signage, and in larger community parks, provide bike racks, seating and restrooms.

2.j Development Priorities: Apply Master Plan prioritization criteria to identify development priorities and update the City's annual Capital Improvement Plan. (See Appendix D).

2.k Public Access to Special Places: Strive to acquire, protect and restore community assets and special places, such as riverfront property, historic buildings, and unique assets where financially feasibility, to preserve or allow public access to these special places.



- 3.a Recreation Facility Variety:** Provide a variety of recreation facilities to diversify park experiences. Support active and passive uses, programmed and self-directed opportunities, scheduled and drop-in activities, indoor and outdoor activities, and trendy and traditional recreation uses.
- 3.b Recreation Facility Distribution:** Consider equity, access, distribution and the location of existing facilities when adding new ones to improve access and use.
- 3.c Facility Standards and Guidelines:** Apply sound business planning and park design/development guidelines, as well as Master Plan recommendations, to identify the numbers and types of facilities needed. Because of the unique nature of City park, avoid adopting numerical or level of service standards for different types of facilities.
- 3.d Evolving Recreation Trends:** Evaluate new trends and changing needs before making like-for-like replacements of old, worn, or damaged facilities; ensure best practices and current and future recreation needs are addressed.

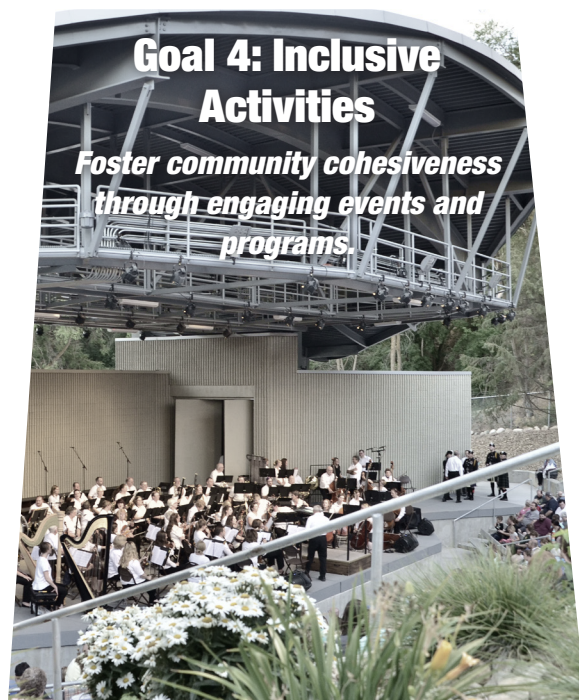
3.e School Joint Use: Continue to coordinate with the School Districts through joint use agreements to ensure public access to outdoor recreation facilities, particularly in underserved areas, and to address indoor recreation needs.

3.f Outdoor Facility Variations: Explore options to diversify park experiences by supporting unique variations of typical park uses.

- **Play Areas:** Diversify and provide innovative play opportunities for all ages and abilities. Add nature play and water play opportunities where appropriate. Increase adventure play opportunities for older children and teens, adding facilities such as challenge courses, zip lines, rope swings, net climbers, and climbing spires. Provide a universal, all-inclusive play area to meet the needs of all residents, including those of varying abilities.
- **Sports Courts and Activity Hubs:** Increase the variety of sport courts and recreation options to respond to new trends and needs. Consider adding more facilities such as pickleball courts, futsal courts, outdoor fitness equipment, and test or pilot options such as disc golf, bike skills course/pump track, climbing walls, ziplines, bocce, game tables, outdoor chess and ping pong, skate spots or a skate park, etc.
- **Sports Fields:** Increase sports options by renovating fields to provide lighted, multi-use fields with synthetic turf that can be lined for several sports to diversify and increase play. Consider options to collaborate with the School District to improve and program sports fields.
- **Dog Parks:** Provide dog parks and designated dog off-leash areas to support dog walking and minimize

conflicts between parks users.

- 3.g Varied Indoor Facilities:** Provide multi-use, multi-generational facilities that address a variety of indoor needs, including active recreation and fitness, arts and culture, community meetings and social gatherings, for residents and visitors of all ages, abilities, cultures/ethnicities, and incomes.
- 3.h Facility Business and Operations Planning:** Prior to developing or renovating indoor facilities, prepare a business and operations plan to help identify the optimal size, amenities, location, programming, fees and revenue and operating model for facilities to offset operating costs. Provide flexible spaces and programmable spaces with revenue-generating capacity. Ensure that facility design, development and operations factor in best practices and costs for routine/preventative maintenance as well as longer-term asset management.
- 3.i Repurposed Facilities:** Evaluate all costs before acquiring and repurposing any existing building or facility for recreation uses. Factor in the return on investment, balancing renovation and ADA accessibility costs with the building's recreation or social gathering value, recognizing any limitations the building may have functionality.



- 4.a Balanced and Inclusive Services:** Provide and promote a variety of events, programs and activities for residents and visitors to create inclusive, multi-generational, family-friendly recreation and art experiences for all ages, interests, abilities, incomes and cultures.
- 4.b Special Events:** Continue to organize and facilitate fairs, festivals, events and activities on various scales, ranging from those that serve targeted demographic groups, interest groups and neighborhoods to those that attract residents and visitors from the entire city and beyond.
- 4.c Recreation and Art Programs:** Promote and provide recreation and art programs to introduce and involve residents in new activities and leisure opportunities.
- 4.d Program Service Areas:** Continue to offer programs in the following service areas: Aquatics, Children & Youth Programs, Cultural Arts (Fine Arts, Visual Arts, Performing Arts and Literary Arts), Older

- Adult & Senior Services, Special Events, Special Interest & Enrichment, Sports & Fitness, and Volunteerism. Broaden these existing program service areas to expand Health & Wellness Programs and Nature Interpretation.
- 4.e **Partnerships:** Continue to partner with theater, art, and music groups, churches, youth organizations, and the School District to broaden programming and indoor activities. Coordinate with the Murray City School District and the Granite School District to support science, technology, engineering, art, and math (STEAM) programs, as well as history programs and youth sports.
 - 4.f **Volunteerism:** Continue to promote and facilitate volunteer opportunities in park maintenance, programming, sports and events as a leisure service and cost-effective support network for Department services.
 - 4.g **Park and Facility Activation:** Continue to support self-directed, drop-in activities in parks and facilities to encourage recreation, fitness, and art participation in the midst people's otherwise busy lives.
 - 4.h **Mobile and Pop-Up Recreation:** Invest in mobile recreation and pop-up activities to bring recreation, art, nature interpretation, social activities and games to community events and areas not served by park land within a 10-minute walk. Provide pop-up programs periodically throughout the city to creatively involve residents who might not otherwise be aware of or participate in programs.
 - 4.i **Target Populations and Demographics:** Foster programs to support youth development and out-of-school childcare, teen empowerment and skill development, young adult activities, senior wellness and social services, and the involvement of underserved and special needs groups.
 - 4.j **Barriers to Access:** Address any barriers to program access (e.g., cost, registration, needs for special accommodations) to provide equitable programs and services.
 - 4.k **Activity Support:** Continue to support park and facility use through sports field and facility scheduling, meeting room and facility reservations. As funding allows, continue to provide sport field preparation for sports leagues as a secondary service.
 - 4.l **Community Beatification Services:** As funding allows, facilitate trash and yard debris removal as a secondary community service to support City beatification efforts.

Goal 5: Art, History and Placemaking

Create a park system that contributes to Murray City's image, beauty and sense of place.



- 5.a Park System Branding:** Identify and communicate the unique identity of Murray City Parks through marketing, media, art, and park design.
- 5.b Park Character:** Provide and design parks and facilities to promote a sense of place. Use art and facility design to reflect the City's heritage, history, landscape, interests, culture, character, and people.
- 5.c Historic and Natural Resource Protection:** Preserve, conserve, and provide access to designated historic resources and significant natural resources that contribute to Murray City's sense of place.
- 5.d Tourism and Visitor Destination:** Support the City's economic vitality by encouraging visitors to parks, events and programs, striking a balance between visitation, economic impact, natural resource conservation, livability and the needs of City residents.
- 5.e Park Design and Development:** Establish and follow a set of design and development guidelines to ensure that park renovations and new park and facility development address the following principles and best practices:
 - **Community Input:** In the design process, conduct community outreach to ensure that programs and facilities

in parks reflect the priorities of nearby neighbors, potential partners and park users.

- **Inclusivity:** Ensure parks are welcoming and engaging for residents and visitors of all ages, ethnicities, cultures, abilities, and incomes.
- **Diversity:** Provide a mix of active and passive recreation opportunities to serve a variety of recreation interests. Balance energetic, programmed active use sites with spaces designed for contemplation and quiet social gatherings.
- **Universal, All-Inclusive Access:** Create equitable use and experiential opportunities for people of different abilities and ages, considering all options of modality and accessibility. Meet and where possible exceed the standards of the Americans with Disabilities Act (ADA) to provide parks and facilities that accommodate multigenerational groups and people with mobility issues, sight and hearing impairments, allergies, and other special needs.
- **Safety:** Implement Crime Prevention through Environmental Design (CPTED) strategies and enhance park safety through playground design, crime prevention technology, night lighting, natural surveillance, unobtrusive landscaping, and increased staff, police and community-based patrols if needed.
- **Park Greening and Native Plantings:** Protect green space in parks by balancing the use of native plantings, turf, trees, and landscaping to promote aesthetics, connect people to nature, reduce stress, and improve site ecological function.
- **Noise and Lights:** Minimize noise and light pollution by siting lighted facilities and noise-producing activities away from nearby residences and neighbors.

- **Placemaking:** Integrate Murray City's heritage, culture and identity through thematic site design, the use of materials, the inclusion of public art and interpretive elements, and/or the choice of recreation elements and support features.
 - **Continuity in Furnishings:** Establish and integrate a consistent furnishing palette systemwide for ease of maintenance (including items such as seating, light fixtures, trash receptacles, bike racks, etc.), but allow for variations in the city's most visible, high-use parks to emphasize a unique park theme or identity.
 - **Maintenance:** Involve maintenance staff in park design to incorporate maintenance efficiencies in parks, including wide paths for maintenance vehicles.
 - **Sustainability:** Incorporate sustainable landscaping and facilities that limit water usage and energy consumption, such as drought-resistant landscaping and low impact development.
 - **Flexibility of Use:** Allow for a variety of programmed and self-directed activities to occur by not precluding activities with unnecessary physical constraints or regulations.
 - **Adaptability:** Design multi-use spaces and facilities to be easily adaptable to address changing community needs over time.
- 5.f City Center Hub:** Coordinate with other City Departments to enhance greenspace, recreation, events, and the walkability and bikeability of the city center, including access to and between Murray City Park, City Hall, the Murray Mansion and Museum, the Chapel, Library, the Intermountain Medical Center, and nearby businesses.
- 5.g Complete Streets/Event Streets:** Assess opportunities to enhance pedestrian and bike access in targeted locations by supporting complete street programs, rights-of-way improvements, and designated event street closures to support recreation activities and access.
- 5.h Wayfinding and Signage:** Create a new park signage template for all sites to promote the City's identity and the visibility of City parks and facilities. Improve park access and wayfinding for pedestrians and cyclists. Provide park directional and distance signage along trails to note the distance to key destinations, including parks, schools, commercial spaces, and major City or public facilities.
- 5.i Urban Greening/Green Infrastructure:** Collaborate with other City Departments to plant street trees and incorporate landscaped park strips along State Street, Main Street and other locations and key corridors in the city. Design and develop public spaces to incorporate bioswales and green infrastructure, protect open space and support ecological functions such as stormwater filtration, urban heat reduction, and carbon sequestration.



Goal 6: Sound Management

Ensure quality parks, facilities, and programs through sound management.

- 6.a Service Provision Strategy:** Provide, manage and maintain parks, facilities, programs and services through sound management and stewardship, sustainable choices and the wise use of resources.
- 6.b Customer Service:** Continue the provision of high quality, responsive customer service.
- 6.c Online Park Information:** Continually update website pages and communication materials to increase the awareness of park, art and recreation opportunities. Update the City's website to provide a park map online and a description of the amenities and facilities of each City Park.
- 6.d Marketing, Media and Communication:** Continue to communicate with residents and visitors through diverse media forums and channels, including Facebook and other forms of social media.
- 6.e Citizen Participation and Involvement:** Continue to involve residents in park design and seek community feedback through satisfaction surveys and other means to determine evolving preferences and demands for new types of programs and recreation options.
- 6.f Volunteer Programs:** Expand and coordinate volunteer recruitment in conjunction with art and recreation programs, events and park activities. Develop coaching and other volunteer training programs, as well as a recognition process for volunteers. Create and Adopt-a-Park program and continue to recruit student and senior volunteers.
- 6.g Partnerships:** Leverage and expand resources by collaborating with partners, businesses, stakeholders, community leaders, local and regional agencies, private developers, institutions and non-profits.
- 6.h Strategic Funding:** Continue to be fiscally and financially prudent in funding the park and recreation needs of the Murray community. Diversify funding sources to support capital projects and operations.
- 6.i Cost Recovery:** Periodically review and revise the Department's fee philosophy and cost recovery expectations through a comprehensive fee study. Create and implement a cost-recovery strategy that continues to reinvest revenues in recreation operations and park/building maintenance.

- 6.j Affordability:** Balance revenue-generation needs to sustain the system with needs to keep programs accessible and affordable to community members, including those of lower incomes. Consider scholarships and volunteer tradeoffs to provide low-cost or no-cost opportunities to people in need.
- 6.k Staff Support:** Continue to invest in staffing excellence, training and retention to provide high-quality parks, programs and services.



A winter scene with a snow-covered path leading into the distance. In the background, there are trees and a few people walking. The scene is overlaid with a semi-transparent white box containing the chapter title.

CHAPTER 6

Site Recommendations

To achieve the vision and goals defined in this Master Plan and meet community needs, Murray City must improve and enhance existing parks and facilities, acquire and develop new parks and trails, and invest in new types of recreation opportunities. The projects—which will carry through the next 10 years and beyond—will strengthen the synergies between the City’s park investment and other development initiatives, supporting Murray City’s quality of life and economic vibrancy. This chapter provides an overview of all recommended capital projects by park site and major facility. It highlights key transformative projects, which are those with the potential to make a significant difference for the community. The chapter also summarizes the critical changes in supporting systems that address the underlying needs of all City parks and facilities.

Site Recommendations and Facility Opportunities

The Master Plan identifies the capital projects and maintenance impacts associated with all site recommendations and facility opportunities. As noted in Appendix C, recommendations affect sites systemwide, existing City parks and major facilities, and potential future sites, as well as major facilities. Appendix C present two comprehensive recommendations tables:

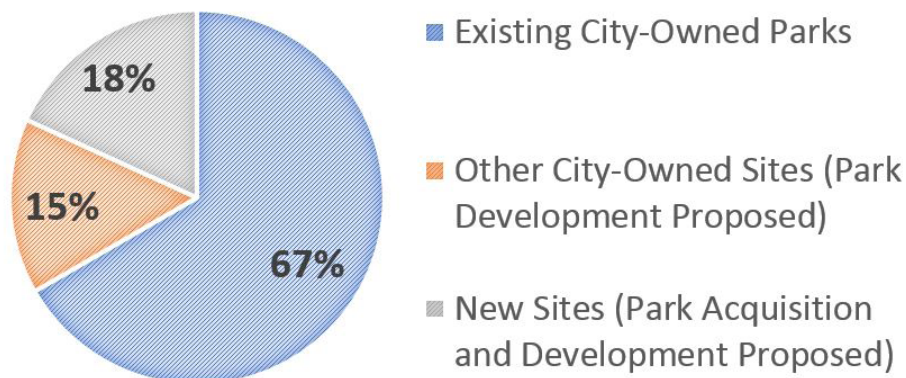
- Table C-2: Murray City Park Site Recommendations (Outdoor Amenities and Facilities)
- Table C-3: Murray City Enhancement Opportunities for Existing and Proposed Facilities

SITE RECOMMENDATIONS OVERVIEW

Park site recommendations (Table C-2), identify key actions for every existing and proposed park site in the park and recreation system. Recommendations are presented in four categories:

- **Build** or prepare new sites by acquiring land (or easements), developing site plans, designing a site, developing a new park or trail, building a new facility, or investing in a partner's property.
- **Enhance or Add** recreation opportunities at existing sites by improving outdoor recreation facilities (e.g., sports facilities, play features, trails) or other amenities (e.g., site furnishings, restrooms, shade, and art).
- **Sustain** specific park elements by addressing deferred maintenance issues and by preserving natural, cultural or specialized resources.
- **Maintain** current and future park and recreation assets by applying a recommended level of maintenance to each site. All sites need some level of maintenance, unless they are maintained by a partner organization.

Figure 6.1: Site Recommendation Types



Consistent with community priorities and goals, the majority of projects focus on improving, enhancing or adding recreation opportunities to existing park sites. Projects that target needs to build new parks and trails are fewer and more selective. High quality maintenance will continue to be a priority, except in the few cases where partners will maintain facilities.

Table 6-1 summarizes all Master Plan recommendations by park type. It shows how many neighborhood parks, regional parks, special use sites, Jordan River Parkway sites and proposed new parks are affected by each type of recommendation. As shown in the table, all types of parks will receive attention. Murray City Park, the City's only regional park, will include the greatest variety of enhancements, with proposed parks playing a key role in diversifying recreation opportunities. A few systemwide enhancements are also noted to address site signage, wayfinding, art and placemaking across the entire park and recreation system.

PROJECTS BY CATEGORY

Build – 33% of projects

Enhance/Add – 88% of projects

Sustain – 30% of projects

Maintain – 94% of projects



Table 6.1: Recommendations Summary by Park Type

	PARK TYPES						TOTAL ALL PROJECTS
	Systemwide	Neighborhood Parks	Regional Park	Special Use Site	Jordan River Parkway	Proposed Sites	
Build							
Acquire Land (or Easement)						6	6
Develop Site Plan / Design						9	9
Develop New Park or Trail						9	9
Build New Facility / Invest in Partner Property						3	3
Enhance/ Add							
Potential Outdoor Recreation Enhancements							
Sports		1	1		1	2	5
Fitness			1	1	2	6	10
Play		4	1	1	2	6	14
Picnicking		1	1	1	1	4	8
Specialized Recreation		2	1			2	5
Outdoor Events and Programs			1	1		4	6
Indoor Facilities			1	3	1		5
Passive / Relaxation / Seating		3	1	1	2	7	14
Trails / Promenades		1	1		2	3	7
Other Park Site Enhancements							
Site Furnishings / Signage	1	2	1		1	8	13
Restroom		1	1			2	4
Shade		1	1	1	2	6	11
Art & Placemaking	2		1		2	4	9
Gateways / Access	1	3	1			7	12
Landscaping		2	1	1	1	8	13
Natural Areas / Green Infrastructure		2	1	1		3	7
Sustain							
Address Deferred Maintenance		2	1		3		6
Preserve Natural, Cultural, or Specialized Resources			1	3	2		6
Maintain							
Basic Maintenance		2		2			4
Standard Maintenance		7		2	5	7	21
Enhanced Maintenance		1	1	3	1	4	10
Natural Resource Maintenance			1		6	1	8

PROPOSED PARKS AND TRAILS

While the emphasis for recommendation is on improving and enhancing existing parks, several new parks and trails are recommended. Map 6.1 identifies opportunities for new development, as well as “park search areas” where the City should explore continue to monitor and consider opportunities to acquire new park land. These park development projects, school partnerships and park search areas are located in areas that are park deficient or areas that contain park access gaps, described in Chapter 4. The proposed trails address the needs for east-west connectivity, plus links to primary destinations including Murray City Park, future Murray City Center, the Medical Center, the transit station and the Jordan River Parkway.

The map shows the following proposed new sites, identified by a reference number (P = Proposed Park; T = Proposed Trail). Projects are not in priority order but are numbered clockwise.

P-1: City Hall Plaza

P-2: Murray Mansion/Museum Park

P-3: City Center Redevelopment--Parkway and Pedestrian Enhancements

P-4: New Multi-Use Neighborhood Park

P-5: New Neighborhood Park in Northeast Murray City

P-6: Twin Peaks School Park Partnership or New Neighborhood Park in Central East Murray City

P-7: New Neighborhood Park in Southeast Murray City

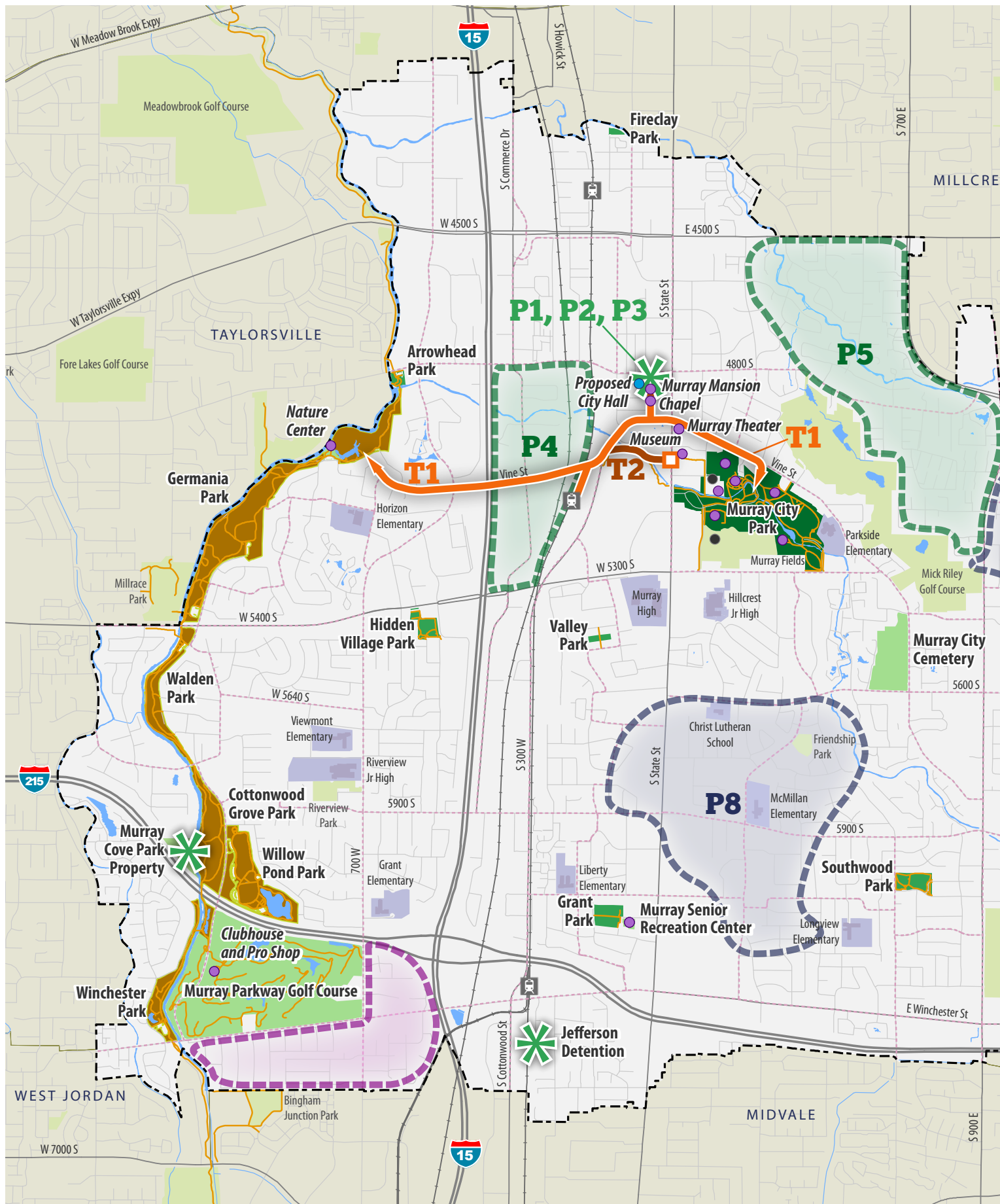
P-8: Friendship Park or McMillan School Park Partnership

T-1: Vine Street Trail

T-2: Little Cottonwood Creek Trail Improvement and Mid-Block Crossing

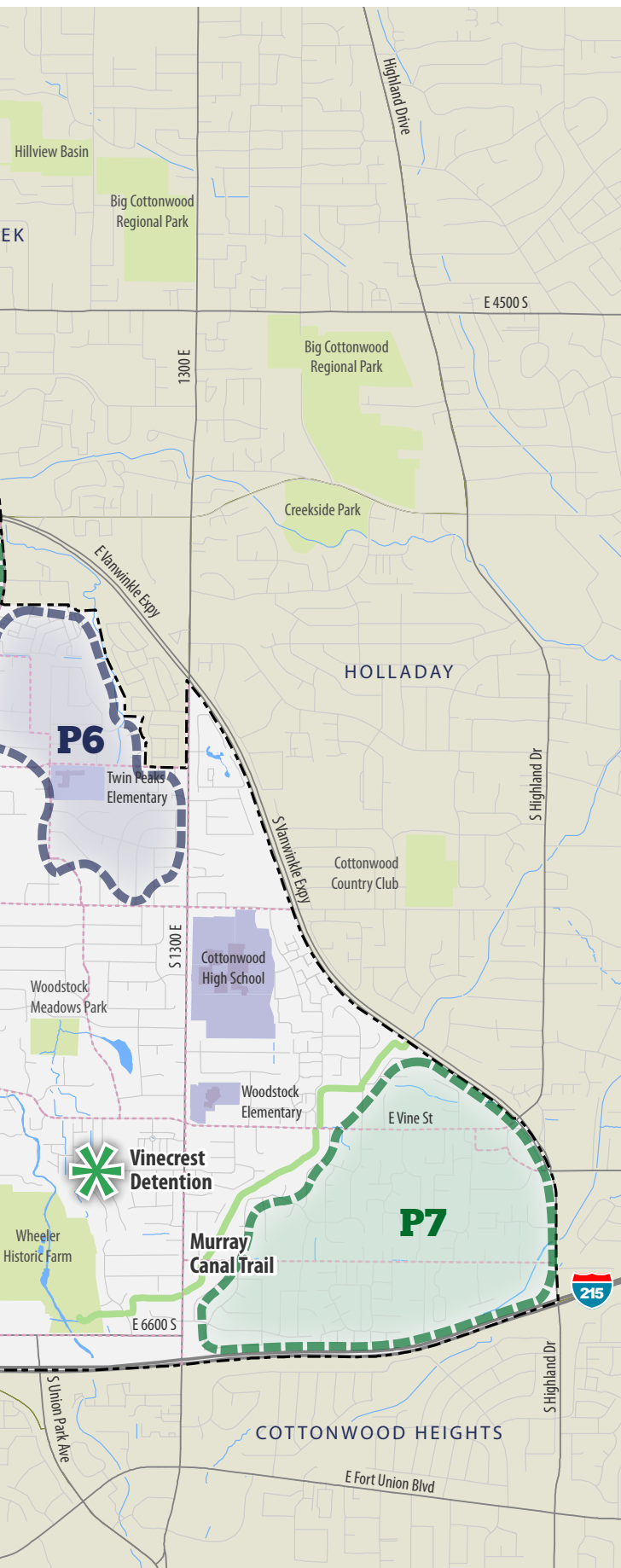
The map also identifies existing undeveloped sites that are recommended for park development. These include:

- Murray Mansion
- Vinecrest Detention Basin
- Jefferson Detention Basin
- Murray Cove Park



Map 6.1:

Park Search and Development Opportunity Areas



Proposed Park and Trail System

- Major Trail Opportunity
- Local Trail Opportunity
- Park Search Areas
- Park Search or School Partnership Opportunity Areas
- Improved Access to Existing Parks
- Park Development Opportunities
- Mid-Block Trail Crossing Opportunity
- Proposed City Facilities

Murray City Parks and Recreation Facilities

- Murray City Recreation Facilities
- Jordan River Parkway
- Regional
- Neighborhood
- Special Use Sites

Other Parks and Facilities

- Other Recreation Facilities
- Public Schools
- Parks and Facilities Provided by Others

Trails and Paths

- Bike Lanes (Shared and Dedicated)
- Trails

Base Map Features

- Murray City Boundary
- TRAX Light Rail Stops
- Railroad
- Interstates
- Waterbodies

Note: Proposed new parks and trails are noted by a reference number. All other sites are named.

Sources: Murray City, Salt Lake County, and Utah AGRC, 2019.



MAJOR FACILITY OPPORTUNITIES

Given the level of investment needed to address Murray City's major facilities, recommendations for recreation, art and community facilities are noted separately in Table C-2 in Appendix C. Recommendations include:

Existing Facilities

- **Amphitheater:** Consider improvements to adjacent outdoor space to compliment facility programs and use.
- **Aquatics Center (Outdoor):** Add a splash pad, shade shelter for parties and events, and expanded seating and lounging areas.
- **Arboretum:** Provide minor enhancements to create reservable area and photo backdrop.
- **Ken Price Ball Field:** Renovate and preserve grandstand seating and support flexible and alternate uses on the field.
- **Murray Chapel:** Improve to support small group programs and reserved uses, in conjunction with Civic Center redevelopment and Murray Mansion renovation.
- **Murray Mansion:** Renovate building as the new home for the Murray Museum.
- **Nature Center:** Consider options to extend hours of operation to provide family-friendly programming after school hours and/or on weekends.
- **Museum:** Move artifacts to the Murray Museum and provide more interactive displays and programming.
- **The Park Center in Murray City Park:** Expand the facility to better support indoor recreation, by adding more gym space and amenities such as family-style changing rooms and restrooms, more fitness and studio space, a party room, homework room and improved social space.
- **Parks and Recreation Department Office:** Expand park offices to increase administrative and storage space.
- **Parkway Golf Course Clubhouse and Pro Shop:** Update the interior.
- **Murray Senior Recreation Center:** Refresh facility to update the interior to better support programs and activities.
- **Former Ice Rink/Old Park Office:** Remove these facilities and repurpose the space for another use.

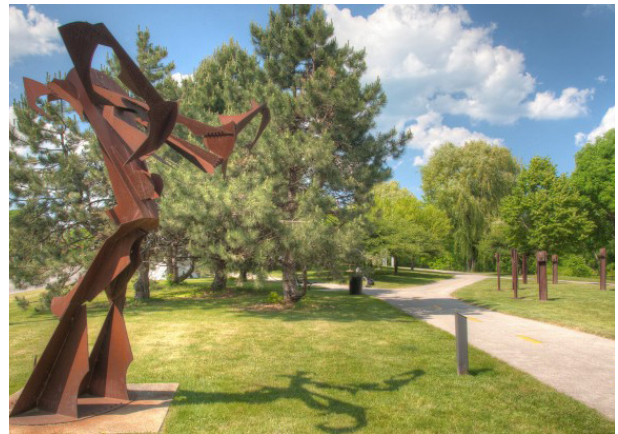
Future Facilities

- **Murray Theater:** Renovate as planned as an arts programming and performance space, with reservable rooms and recital rooms/music studios. Coordinate with other City departments and facilities to ensure that sufficient parking is available for events.
- **Armory:** Design and repurpose as a reservable, flexible-use community event space, maintaining and augmenting the historic character of the building.
- **New Storage Facility/Maintenance Shop:** Create a new indoor/outdoor storage facility when the Armory and Former Ice Rink/Old Park Office are repurposed.

Transformative Projects

Murray City will enhance its park and recreation system by improving many existing sites and adding several new ones in the next 10 years. While, specific improvements are recommended for 47 existing and future sites and major facilities, there are five projects that stand out as unique opportunities to transform the parks and recreation system. Some of these transformative projects occur at individual sites, while others harness synergies of systemwide projects implemented at various sites throughout the city. The projects below are highlighted:

- Murray City Park
- City Center
- Trail Connectivity
- Site Activation
- New Parks for Unserved Areas



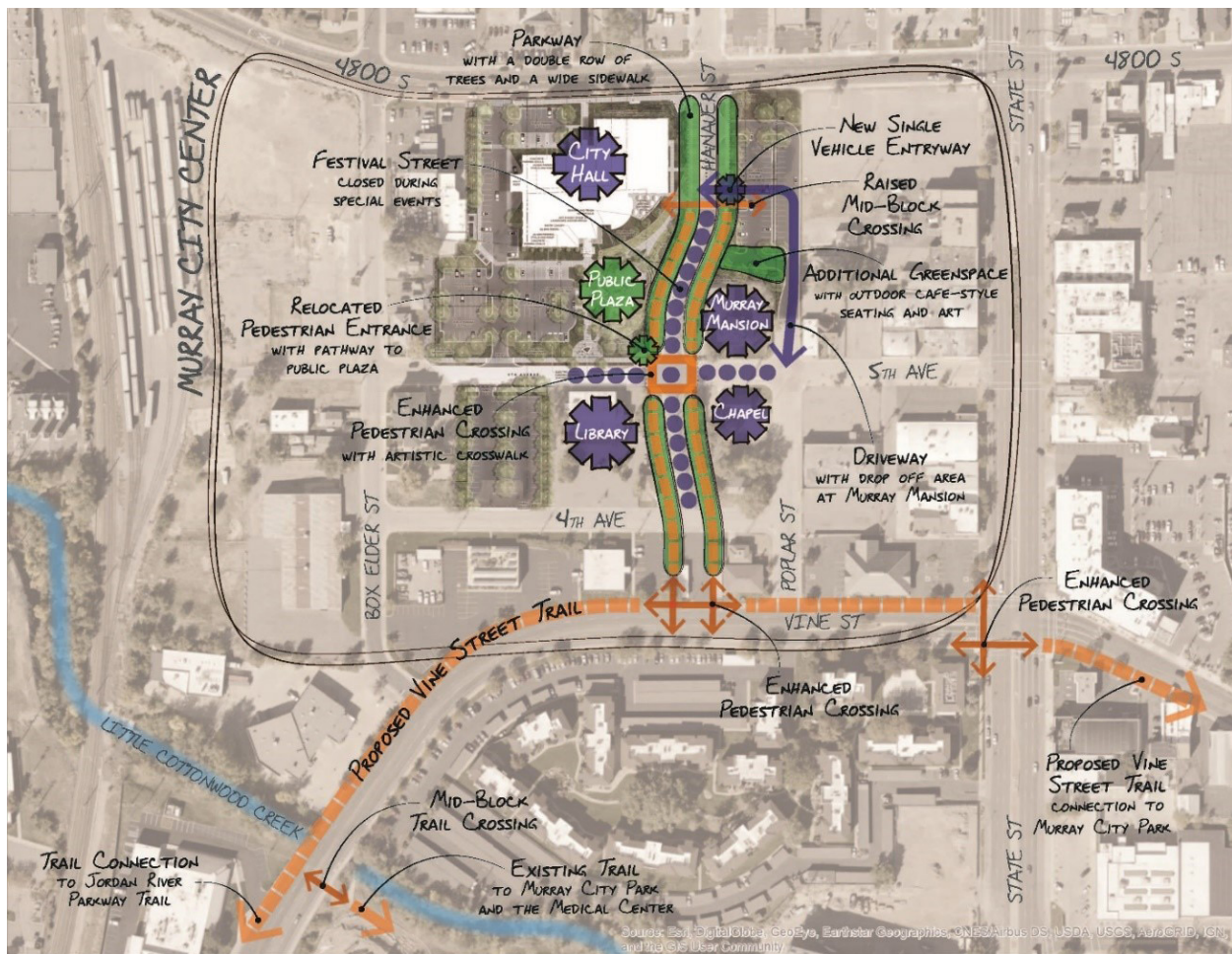


MURRAY CITY PARK

Murray City Park is a regional hub in the central city area. This site provides the community's most diverse recreation and social opportunities, supporting the arts, sports and fitness, play, community events, outdoor and indoor programs, picnicking, and other social gatherings. It includes major facilities that support specialized art and recreation options, mixing historic and new elements. Its location adjacent to or within walking distance of the County Ice Center, Parkside Elementary, the Boys & Girls Club, Intermountain Medical Center, the current and proposed new City Hall, the current and proposed locations for the Murray Museum, and nearby businesses supports a unique opportunity to create a more engaging, pedestrian-friendly City core. The park is one of the most beloved in the community, but this use has taken a toll. Murray City Park is recommended for several major improvements, facility renovations/expansions, art and other elements that brand this site as the signature park of Murray City.

Recommendations include:

- Add the recreation features most desired by the Murray City community: a splash pad, a destination play area, more indoor space to support health and fitness.
- Remove or repurpose closed facilities (the former ice rink/closed office) and update old and worn high-use elements (Pavilion #5, Ken Price Ballfield) to make the park more attractive and support greater use.
- Address the iconic but failing Murray Indian sculpture, replacing it with an interactive art element consistent with new Art and Placemaking Guidelines.
- Add restrooms, shade, art, movable seating and tables and similar amenities to make the site more comfortable.
- Enhance features such as park entries, signage, storage, irrigation and wayfinding to make the park more functional.



CITY CENTER

The Murray City Hall Redevelopment Project is re-envisioning the area around a new City Hall, and parks, facilities and trails are a key part of this vision. The redevelopment will add new features and update existing facilities to create a visitor-friendly hub that attracts families, business workers, art and history enthusiasts, and groups in need of reservable meeting and events space. Highlights include:

- Public Plaza:** A new attractive event plaza adjacent to City Hall will provide flexible event space that can host concerts, farmer's markets, and programs such as yoga in the park. Movable chairs and tables will provide an attractive lunch space for use when not programmed.
- Murray Mansion:** The Mansion will be updated as the new home of the Murray Museum, with more interactive features, program space, and indoor/outdoor social space.
- Murray Mansion/Museum Park:** Adjacent to the renovated Mansion and Museum, greenspace with outdoor seating and art on the north side of the building will temporarily buffer the parking area from the building. In time, this area will be transformed to an art-themed park showcasing Murray City's history and identity in a "park blocks" area.
- Murray Chapel:** The Chapel will be improved with an added restroom and décor to support indoor classes and other reserved uses.
- Pedestrian Promenade, Trail, and Parkway:** A newly aligned Hanauer Street will be developed as a pedestrian-friendly route, including a double row of trees and wide sidewalks. It will connect to the proposed Vine Street Trail that will link both to Murray City Park and the Jordan River Parkway.
- Enhanced Pedestrian Crossings and Event Streets:** Artistic, painted crosswalks will connect the parks, plazas and facilities here, allowing street closures for larger events.



TRAIL CONNECTIVITY

Murray City currently has trails along the Jordan River and Murray Canal, but it lacks east-to-west trails and trails that provides opportunities for pedestrians and bicyclists to reach parks and other community destinations. While the creeks could be a long-term option for paths in some places, trails along strategic street rights-of-way appear to be a more viable, cost-effective option to enhance connectivity in the future. Two new trail corridors are recommended:

- Vine Street Trail:** An off-street, east-west urban trail along Vine Street would connect the north entrance of Murray City Park to the new City Hall/Civic Center and the Jordan River Parkway Trail. The trail route would be enhanced by well-designed wayfinding and directional

signage, seating and other trail amenities, signalized pedestrian and bicycle crossings at major intersections such as State Streets, and painted crossings at other street crossings.

- Little Cottonwood Creek Trail and Mid-Block Crossing:** As a way to improve health and fitness for visitors to the Intermountain Medical Center and Murray City Park, an enhanced pedestrian loop trail could be created by adding a mid-block crossing on State Street, as well as art, interpretive signage and shaded seating along the existing creekside path.

SITE ACTIVATION

Trends show that park use and recreation activities support health, fitness and wellbeing. Besides greenspace, however, parks need engaging amenities and facilities that attract people to them. Especially in underserved areas, Murray City has an opportunity to activate spaces to maximize the recreational and social benefits of parks. This is especially true at the Murray Canal Trail, Jefferson Detention Basin and Vinecrest Detention Basin.



Murray Canal Trail is a linear path along adjacent to the canal and behind housing (above). Activating the trail may include additional features such as fitness areas and interpretive signage (below).



Murray Canal Trail

The Murray Canal Trail is an important recreation amenity in the underserved East Murray City area. The 10-foot wide path, located along the historic Jordan and Salt Lake City Canal, lies in a narrow corridor that makes it difficult to add amenities and facilities to increase use. Given the difficulty in finding nearby neighborhood park space, the City

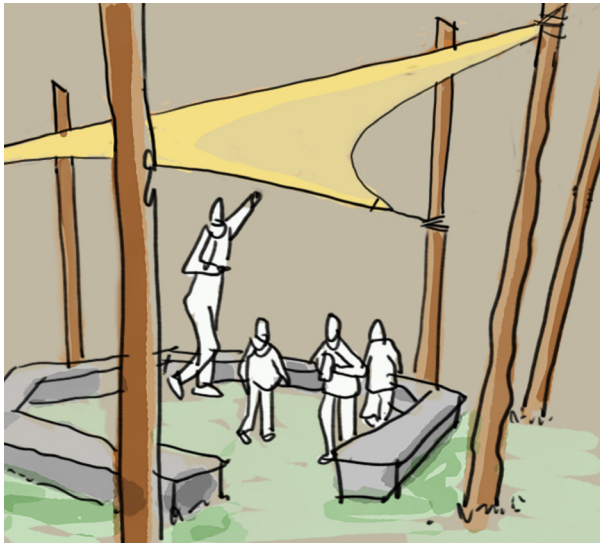
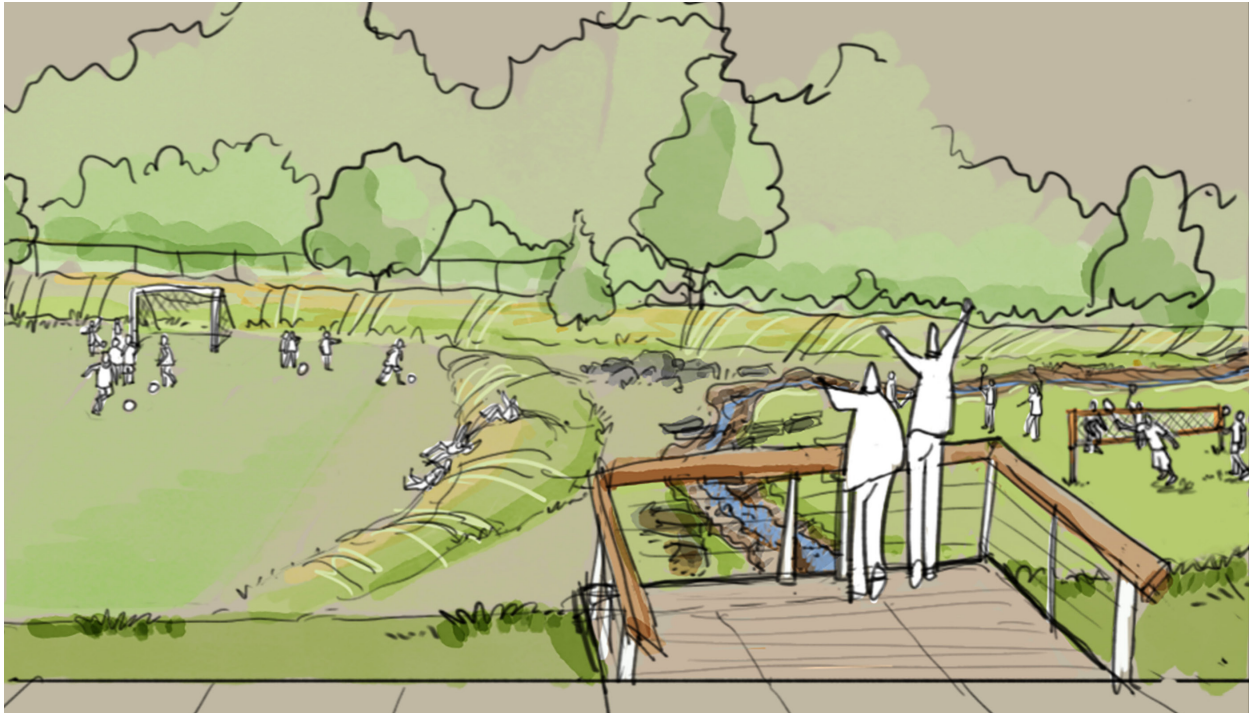
will coordinate with the Salt Lake and Jordan Canal Company to see if fitness, play, interpretive and social spaces can be added anywhere along the Murray Canal Trail. These elements may include interpretive signage and panels explaining the history of site, nature play elements (e.g., climbing rocks, stepping stumps, spinner poles), fitness stations, viewpoints and seating, art and attractive trail entryways and gateways.



Jefferson Detention Basin

The Jefferson Detention Basin is a large, undeveloped greenspace that is dry for most of the year. Hillside amenities and facilities that can withstand water when flooded will substantially improve recreation opportunities for nearby neighbors. Development opportunities include creating a terraced hill, with seating at the top and a hill slide or hill climber extending down into the basin. The basin itself could be activated with elements such as a looping pedestrian/tricycle path, climbing rocks, a turf play field, and off-leash dog area. Native plantings could naturalize part of the basin to create a green oasis.





Vinecrest Detention Basin

Located on a few residential lots, the smaller Vinecrest Detention Basin could be activated through light development and pop-up activities to meet the needs of nearby neighbors. Low-noise play elements such as freestanding badminton and temporary mini soccer goals could be anchored in the basin but removed seasonally. A permanent hillside seatwall or shaded seating circle at the top of the basin could be oriented with views over the play space for parents and neighbors to socialize.





NEW PARKS FOR UNSERVED AREAS

The Master Plan recommends that Murray City monitor opportunities to acquire and develop new parks in residential areas that lack park access within a 10-minute walk of home. While the City will provide a lower level of service for park land as it grows—in order to invest more in existing parks and facilities—it must acquire neighborhood park space to achieve its desired LOS of 7 acres per 1,000 residents. The Master Plan recommends new parks for the following:

- **New Multi-Use Neighborhood Park:** A new urban-style neighborhood park will serve nearby residents, employees and business patrons in the mixed-use area near Murray Central TRAX Station and Little Cottonwood Creek.
- **New Neighborhood Parks in Northeast Murray City and Southeast Murray City:** If a site can be acquired, a more traditional neighborhood park could provide play space, social space, and amenities for active recreation to serve single-family and multi-family residences in these areas.
- **Twin Peaks School Park Partnership or New Neighborhood Park in Central East Murray City:** The City may be able to develop a school park in this area, with amenities supporting outdoor school use during the day and neighborhood use during non-school hours.
- **Friendship Park or McMillan School Park Partnership:** The City should explore opportunities to develop partnerships with another recreation provider in Central Murray City to invest in and leverage existing outdoor recreation opportunities.
- **Murray Cove Park:** A passive-oriented neighborhood park with art, nature play elements, walking path and connections to the Jordan River Parkway is envisioned for this neighborhood.

Supporting Systems

Services established to support site recommendations, facility opportunities and transformative projects are crucial to the success of Murray City parks and recreation facilities. These include the support services that help Murray City maintain, activate and brand the park and recreation system to match the City's priorities and identity. The following programs and services—described in the policies and systemwide recommendations in Chapter 5—are critical for supporting the recommended capital projects noted in this chapter:

- Maintenance and Asset Management
- Art and Placemaking
- Park Activation and Programs



Interactive art elements, well-designed parks, well-maintained amenities, facilities, green spaces and tree canopies, and a variety of activities, programs and events in parks and indoor facilities are critical to the success of the park and recreation system.



CHAPTER 7

Action Plan

The Master Plan recommends significant capital projects with extensive implications for maintenance, operations and programming. To implement key projects over the next ten years, the City must take a strategic approach to its parks and recreation investment. Doing so requires prioritizing projects to create a more selective Action Plan for implementation. This chapter identifies priority projects and cost assumptions for implementation. It identifies the new parks, major new facilities, and site improvements needed, as well as the maintenance and staffing investment needed to sustain the quality of City assets and enhance recreation opportunities.

Parks and Recreation Investment

Murray City invests in the park and recreation system through two different types of funding: capital projects and ongoing operations. This distinction is important because it affects the types of funding needed.

- **Capital Funding** covers the one-time expenditures and projects related to park and facility acquisition, development, and improvements.
- **Operational Funding** supports the ongoing services and resources (e.g., labor, materials, utilities and equipment) necessary to keep City parks and recreation facilities running. Operations funding supports park and facility operations and maintenance, recreation programs, events and services, marketing and communications, administration and management, and general City costs related to risk management, maintaining fleet vehicles, etc.

EXISTING FUNDING SOURCES

Currently, Murray City funds much of the parks and recreation system—and most City expenditures—through General Fund revenues (taxes and fees). Annually, the City collects nearly \$111 million in total revenues. Of these, approximately \$1.5 million are revenues from facility memberships, rentals, program fees and other charges obtained from fees for parks, recreation and other community services. This broad tax base has allowed the City to develop and maintain an enviable park and recreation system.

General Fund dollars are not just used to support citywide operations. The majority

of projects on the City's 5-Year Capital Improvement Plan (CIP) are funded through the use of General Fund dollars as well. This places all City projects and services—including those of Parks, Public Safety, Public Works, etc.—in competition for both capital and operating resources, since they are all funded through the same budget. While routine and preventative maintenance have been sufficiently funded, and City parks and facilities are well-maintained, the Parks and Recreation Department has not had a dedicated budget for the repair and replacement of worn, deteriorating and aging facilities. Without a dedicated budget, the City has been unable to anticipate and carry out replacement projects when needed.

In the 2019 and 2020 CIP, the City stepped up its commitment to reinvesting in Murray City parks and facilities. Most notably, funds were identified to replace five of the old pavilions at Murray City Park (\$2,000,000). Funds were also set aside for the future remodel of the Murray Theater (\$1,000,000). Other recent projects include targeted playground replacements, Park Center pool enhancements/deck replacement, Amphitheater improvements, and new equipment to support recreation and senior programming. However, these projects collectively have not represented the level of investment desired by the community. This is why outreach findings revealed a strong preference to: 1) repair and replace worn or

older park features; and 2) invest in more or a greater variety of recreation facilities and opportunities in parks.

It is important to note that the City also relies on other funds to support parks and recreation.

- **Murray Parkway Fund:** This enterprise fund supports the operations and maintenance of the Parkway Golf Course. Most revenues come from green fees, concessions and other golf course revenues. While the intent is for the Golf Course to be financially self-sustaining, the City generally has provided some additional funding support, as in 2019 with \$60,000 transferred to the fund to subsidize operations. In many cities, trends show declines in golf participation, which has led to steadily decreasing revenues and increased subsidies for municipal golf courses. Successful golf courses are those that have been proactively identifying ways to decrease costs and increase revenues.
- **Recreation and Cultural Arts Fees and Charges:** Fees associated with recreation programs, facility use, events and performances in Murray City is an important revenue-generator. These revenues have helped support dynamic arts, cultural and recreation program services. Few programs and events, however, recover full costs. The revenues collected have been insufficient to offset the facility impacts of programming and support the long-term costs of facility reinvestment and replacement. These arts and recreation programs, therefore, also require some subsidies.
- **Grants:** Grants from Salt Lake County and other entities have supported some park investments and made specific projects viable. For example, a current grant will support re-development of the Murray Theater. Grants, by nature, are sporadic and typically targeted and limited to specific types of capital investment. While grants are an important part of the funding equation, they are not a regular funding source and will not support ongoing operations.

Knowing that the City has several initiatives underway that will impact parks and recreation in the next ten years, the Master Plan must think carefully about priority projects to recommend a realistic implementation plan for moving forward.



PRIORITIZATION PROCESS

Projects were evaluated by how well they fit with Master Plan goals and were aligned with park system realities.

Master Plan Goals

- GOAL 1: Maintenance and Stewardship
- GOAL 2: Accessible Parks and Trails
- GOAL 3: Recreation Variety
- GOAL 4: Inclusive Activities
- GOAL 5: Art, History and Placemaking
- GOAL 6: Sound Management

Park System Realities

- Safety and Use
- Resource Availability
- Cost Savings
- Ease of Implementation
- Existing Opportunity
- Value
- City Initiatives
- Community Priority
- Service Needs
- Multiple Benefits
- Year-Round Use/High Use

Prioritization Process

The Parks and Recreation Master Plan recommends more projects than Murray City will be able to fund within the ten-year planning horizon—even if a higher level of investment is made. The Master Plan presents prioritization criteria to assist the City in making decisions about which projects to move forward first. These criteria, described in detail in Appendix D, were applied to filter all recommendations into a ten-year action plan, presented on the next few pages. As the City implements this plan, these prioritization criteria should continue to be used annually in the development of Capital Improvement Plans to determine which projects to move forward first.

ACTION PLAN TYPES OF PROJECTS (PERCENTAGE)

- *Deferred Maintenance and Improvements = 36%*
- *Enhancement/Expansion = 44%*
- *New Acquisition/Development = 24%*
- *Other = 12%*

Note: Total is greater than 100% because some projects address deferred maintenance and facility enhancements

Action Plan

The Action Plan identifies priority projects for implementation over the next ten years. The projects are categorized as follows:

- **Systemwide Projects** include planning and improvements that will affect most or all park sites.
- **Deferred Maintenance** addresses the improvements needed to repair or replace one type of facility (e.g., playgrounds or picnic shelters) or to plan for long-term asset management.
- **Park Enhancements** include the renovation of three high-use parks and trails to add new recreation uses, while addressing aging and worn facilities. Because Murray City Park requires a major investment, six separate enhancements are itemized.
- **Park Development** proposes the addition of recreation features at two City-owned detention basins that—while inventoried as parks—currently have minimal or no park amenities and facilities to support use.
- **Facility Enhancement and Renovation** describes major building improvements at four City-owned facilities to support arts and culture, as well as recreation and wellness.
- **Proposed Parks and Trails** includes project to acquire and/or develop new parks and trails at six sites, including two special-use sites, three neighborhood parks and one trail corridor.

The Action Plan includes a brief description of each project. Some projects only include the first phase of recommended improvements, rather than the full recommendation for the site (as described in Appendix D). The Action Plan identifies project types, anticipated capital costs, maintenance costs, and potential project phasing.

CAPITAL AND OPERATIONS COSTS

The Action Plan identifies capital and maintenance cost estimates for each project. These are planning level costs not accounting for inflation, developed before the details of the project are finalized, based on the experience of City staff and the planning team. They should be updated based on specific construction details and market rates for construction, labor and materials when the projects are implemented. Cost assumptions are noted in the Action Plan to help identify the scale of the project.

In addition to capital costs, Murray City must address maintenance and operations needs as well. As newly renovated or expanded facilities come online, increased staffing for programming and maintenance will increase Department expenditures significantly.

Park Maintenance Costs

Maintenance costs were calculated using a base estimate of **\$8,370 per acre for standard park maintenance**. This is the cost per acre that the Parks Maintenance Division currently spends to maintain park land. This cost is based on the total budget of the Parks Division, divided by the number of park acres maintained.

As noted in Chapter 5, all City parks have been assigned to a maintenance tier, recognizing that different parks require different levels of maintenance depending on the intensity and types of use.

Table 7.1: Murray City 10-Year Action Plan

			Project Type				Estimated Costs		Term			Notes and Cost Assumptions
Project	Developed Acres Added	Project Description	Deferred Maintenance / Improvements	Enhancement/Expansion	New Acquisition/Development	Other	Estimated Capital Cost	Estimated Added Annual Maintenance & Operations Costs	Short (1-2 Years)	Medium (3-5 Years)	Long (6-10 Years +)	
Systemwide Projects												
Signage, Park Identification and Wayfinding Program		Create a signage program to brand and identify City parks. Update and replace entry signs, informational signs and wayfinding signs at 2 sites each year, starting with highest-use sites.				x	\$1,000,000	No Additional Cost	x	x	x	1 monument sign, 4 informational signs and 4 wayfinding signs per site; 20 sites total. \$35,000 for branding and signage plan and \$50,000/park for signs
Art Branding and Placemaking		Create an "art in the park" style guide, brand identity and fund for the ongoing integration of art when renovating or developing high-profile sites.				x	\$215,000	No Additional Cost	x	x	x	Plan (\$15,000) plus \$20,000 annual allowance for art development and installation over 10 years. Assumes major new projects will include art in costs
Subtotal	0.0		0	0	0	2	\$1,215,000	\$0	2	2	2	
Deferred Maintenance												
Playground Replacement (4 sites)		Replace play equipment at Winchester Park, Valley Park, Germania Park, and Parkside Park. Provide diverse play options and shade sails where appropriate, as noted in recommendations.	x				\$1,600,000	No Additional Cost	x			\$400,000 each for equipment, surfacing, accessible entry paths, shade.
Murray City Park Pavilion #5 Improvement and Restroom		Replace Pavilion #5 with a large pavilion (capacity 200-300+) with movable tables/chairs for programming. Provide a new restroom in the location of the demolished concession stand.	x	x			\$2,000,000	\$75,000	x			New restroom will increase the operating and maintenance cost.
Asset Management Fund		Continue to set aside CIP funds for the annual repair and replacement of old and worn amenities and facilities based on lifecycle tracking and condition assessments.	x				\$2,500,000	No Additional Cost	x			\$250,000 annually
Subtotal	0.0		3	1	0	0	\$6,100,000	\$75,000	3	0	0	
Park Enhancements												
Murray City Park Enhancements												
Destination Playground		Demolish the former Ice Rink/Old Park Office, and move stored items to a new location. Expand and resplace existing play equipment to provide a universal, thematic destination play area that may have small waterplay elements. Move the swings that are across the road.	x	x			\$2,000,000	\$50,000		x		\$1,250,000 for universal, inclusive play equipment and surfacing; \$750,000 for building demolition and clean up. Added maintenance cost for specialized play and potential waterplay.

Table 7.1: Murray City 10-Year Action Plan

			Project Type				Estimated Costs		Term			Notes and Cost Assumptions
Project	Developed Acres Added	Project Description	Deferred Maintenance / Improvements	Enhancement/Expansion	New Acquisition/Development	Other	Estimated Capital Cost	Estimated Added Annual Maintenance & Operations Costs	Short (1-2 Years)	Medium (3-5 Years)	Long (6-10 Years +)	
Irrigation System		Upgrade irrigation system throughout the park for water conservation and cost efficiencies.	x				\$2,000,000	No Additional Cost		x		Estimate provided by City
Ken Price Ballfield Improvements		Renovate and preserve grandstand seating. Improve ballfields, dugouts, lighting and infrastructure. Add bioswales to and improve flow of adjacent parking area.	x				\$3,000,000	No Additional Cost				Estimate provided by City
Sculpture Replacement		Replace the deteriorating Murray Indian sculpture with an interactive art element consistent with the new Art and Placemaking Guidelines.	x				\$250,000	No Additional Cost		x		The rapid deterioration of the sculpture may hasten the need for replacement.
Aquatics Center (Outdoor Pool/ Splashpad)		Extend the grass area; expand seating and lounging areas; increase deck space; add a splashpad and water play features; add a permanent shade shelter and/or rental cabanas.	x	x			\$1,000,000	\$200,000			x	Added 1/2 Park Center staff position and 1/4 Facilities position. Additional cost for water and utilities.
New Storage Facility/ Maintenance Shop		Create a new indoor/outdoor storage facility near the current maintenance shop in Murray City Park.				x	\$1,500,000	\$20,500		x		This will be needed for storage when former Ice Rink/Old Park Office and Armory are repurposed. Assumes basic warehouse-style building with vehicle loading/unloading area and outdoor storage for landscaping materials. Estimated 1/4 Facilities position.
Murray Canal Trail Activation		Activate the Canal Tail with mileage markers, fitness, play, interpretive and social spaces. Coordinate with the Salt Lake and Jordan Canal Company.		x			\$200,000	\$79,000	x			Small play elements and small fitness elements, 2-4 interpretive signs and seating. Add 9.6 acres of standard maintenance.
Germania Park Enhancement		Enhance this site for sports and active uses, adding elements such as a futsal (or multiuse) court, badminton court, frisbee golf, youth sports field, and interpretive signage.	x	x			\$350,000	\$20,000			x	Pair of courts or a multi-purpose court and disc golf (9 holes). Add 2 acres of enhanced maintenance.
Subtotal	0.0		6	4	0	1	\$10,300,000	\$369,500	1	4	2	
Park Development												
Jefferson Detention Basin Development	4.3	Add nature play elements, walking/tricycle paths, and family gathering space to meet the needs of nearby neighbors.		x			\$500,000	\$35,000		x		Additional maintenance at standard level

Table 7.1: Murray City 10-Year Action Plan

			Project Type				Estimated Costs		Term			Notes and Cost Assumptions
Project	Developed Acres Added	Project Description	Deferred Maintenance / Improvements	Enhancement/Expansion	New Acquisition/Development	Other	Estimated Capital Cost	Estimated Added Annual Maintenance & Operations Costs	Short (1-2 Years)	Medium (3-5 Years)	Long (6-10 Years +)	
Vinecrest Detention Basin Development	0.9	Add low-noise play elements and seating to meet the needs of nearby neighbors.		x			\$250,000	\$8,000			x	Additional maintenance at standard level
Subtotal	5.2		0	2	0	0	\$750,000	\$43,000	0	1	1	
Facility Enhancement and Renovation												
Murray Theater Redevelopment	0.2	Renovate as planned as an arts programming and performance space. Explore options to include a restaurant, ice cream parlor, coffee shop or similar tenant through partnership.		x			\$7,500,000	\$440,000	x			Cost estimate provided by City. This project has Salt Lake County grant funding to support part of it. Estimated 4 additional Arts and History staff and 1/4 Facilities staff.
Murray Mansion and Museum Renovation		Master plan and renovate the first floor of the building as the new home for the Murray Museum, including reservable community space and new programming space for historical, cultural and fine arts programs. Improve functional building space, accessibility, and restrooms. Relocate museum artifacts, adding more interactive displays and programming.		x			\$2,000,000	\$180,000		x	x	Cost estimate provided by City. Cost may change as plans for the Museum and Mansion are updated. Estimated 1.5 additional Arts and History staff and 1/4 Facilities staff.
Armory Renovation		Master plan and repurpose the Armory as a reservable, flexible-use community event space, maintaining and augmenting the historic character of the building. Consider needs for restrooms, a catering kitchen, and separate activity rooms that can double as meeting rooms and staging rooms for events. Consider amenities such as a sound system, movable stage, and projection TV (for indoor movies), etc.		x			\$3,000,000	\$20,000		x	x	This project has Salt Lake County grant funding to support part of it. Estimated 1/4 Facilities staff; facility scheduling and management will be assigned Parks and Recreation staff.
The Park Center Expansion		Master plan and begin fundraising for facility expansion to support active recreation, adding elements such as family-style changing rooms and restrooms, dry locker rooms, more fitness and studio space, a party room, storage space, social space or homework room, and potential gymnasium. Development is not anticipated to be completed in ten-year planning horizon.		x			\$10,000,000	\$429,000			x	Estimate provided by City. Development may carry beyond the 10-year time frame. Estimated 1 Park Center staff, 1/2 Recreation staff, and 1/2 Facilities staff position to support indoor recreation, health and fitness programs and operations.
Subtotal	0.2		0	4	0	0	\$22,500,000	\$1,069,000	1	2	3	

Table 7.1: Murray City 10-Year Action Plan

			Project Type				Estimated Costs		Term			Notes and Cost Assumptions
Project	Developed Acres Added	Project Description	Deferred Maintenance / Improvements	Enhancement/Expansion	New Acquisition/Development	Other	Estimated Capital Cost	Estimated Added Annual Maintenance & Operations Costs	Short (1-2 Years)	Medium (3-5 Years)	Long (6-10 Years +)	
Proposed Parks and Trails												
City Hall Plaza and Associated Improvements (P1 + P3)	3.0	Provide a hardscaped plaza with infrastructure and utilities to provide flexible event space. Design in conjunction with other Hanauer Street parkway improvements and enhanced pedestrian crossings.			x		TBD	No Additional Cost		x		Timing depends on new City Hall development. Cost to be identified in City Hall plan.
Murray Mansion/ Museum Park (P2)	2.0	When additional parking is located, design and redevelop the parking area north of the Murray Museum with landscaping, co-working and art spaces to compliment the Museum, Mansion, City Hall and other City Center uses.			x		TBD	\$16,000		x		Timing depends on parking relocation. Cost to be identified in City Hall plan. Added 2 acres of standard maintenance cost.
Vine Street Trail Development (T1)	3.0	Establish off-street trail along Vine Street connecting Murray Park to the Jordan River Parkway Trail.			x		\$1,750,000	\$25,000		x		8,900 LF trail; 15-foot wide corridor; landscaping along trail.
Murray Cove Park Development	5.5	Design and develop a passive-oriented neighborhood park as part of the Jordan River Parkway. In Phase 1, add nature play elements, seating and tables, and looped paths connecting to the pedestrian bridge.			x		\$600,000	\$45,000	x			Phase 1 includes design and the basic features as described. Added 5.5 acres of standard maintenance. Phase 2 (not noted) may include a restroom and sports courts.
New Multi-Use Neighborhood Park Acquisition and Development (P4)	1.5	Acquire land, design and develop a new urban-style neighborhood park to serve nearby residents, employees and business patrons in the unserved mixed-use area near Murray Central TRAX Station.			x		\$2,500,000	\$15,000		x	x	Timing of park development depends on residential development. Acquisition (~\$1,000,000 per acre) and development (~\$650,000 per acre). Added 1.5 acres of enhanced maintenance.
New Neighborhood Park Acquisition (P5, 6, 7 or 8)	2.0	Set aside funds to acquire land for 1-2 neighborhood parks in East Murray to serve targeted unserved areas.			x		\$2,000,000	\$16,000			x	Acquisition (~\$1,000,000 per acre). Added 2 acres of standard maintenance.
Subtotal	17.0		0	0	6	0	\$6,850,000	\$117,000	1	4	2	
Grand Total	22.4		9	11	6	3	\$47,715,000	\$1,673,500	8	13	10	

Notes:

Costs are planning-level estimates in 2019 dollars, not accounting for inflation. All costs are rounded. Actual costs should be determined through site master planning, maintenance planning and construction documents.

Implementation will add 22.4 acres of usable parks/trails, creating an LOS of 7.0 acres/1,000 residents.

Estimated maintenance costs associated with each tier are noted below. (See Appendix C for a detailed description of maintenance tiers.)

- **Basic Maintenance (\$4,185 per acre):** Minimally developed sites or undeveloped sites, such as detention basins, need a basic level of maintenance for safety and aesthetics (e.g., mowing, irrigation, trash and hazard removal). The estimated cost is half of the cost of standard maintenance.
- **Standard Maintenance (\$8,370 per acre):** Parks with regular use require standard maintenance. These sites receive routine and preventative maintenance for amenities and assets, plus the types of maintenance provided at “basic” maintenance sites on a more frequent basis. This is the cost per acre on average that is spent now.
- **Enhanced Maintenance (\$10,463 per acre):** Enhanced maintenance is needed at sites that include specialized assets, are programmed or otherwise are heavily used. These sites are maintained at the highest level and receive priority during peak use times, as well as special attention to support programming and events. This cost is estimated at 125% of the standard cost.
- **Natural Resource Maintenance (\$500 per acre additional allowance):** Parks with natural resources require specialized monitoring, inspection and care of natural features for tasks such as removing invasive species, protecting habitat, preventing riverbank or streambank erosion, re-stocking fish ponds, and ensuring visibility for safety. Much of this cost is included in standard maintenance; however, a small allowance is address specialized needs.

Other Staffing Costs

The City’s major indoor and outdoor facilities require both programming and maintenance staff to support them. Murray City counts and budgets for full-time positions, including the part-time positions that support recreation and arts, programming, events and operations. These full-time positions are mainly supervisory and rely on part-time, seasonal, and volunteer positions, and in some instances contract staff to provide services and programs.

For planning purposes, the staffing costs in the Action Plan for major facilities have been developed based on the cost per full-time position for each relevant division, rolling in the part-time employees and any contractors that the current staffing model relies on. Table 7.2 presents the average cost per full-time employee for each division.

Total Capital and Operations Costs

Table 7.3 summarizes the capital and maintenance costs in the Action Plan by type. If all projects in the action Plan are implemented, the City would need approximately **\$47.7 million for capital projects and an additional \$1.67 million annually for maintenance and operations.** This is a substantial investment that will require the exploration of new funding sources.

Table 7.2: Programming and Operations Staffing Cost by Division Per Full-Time Position

Division	Description	Annual Cost Per Full-Time Position*
Park Center	Operation of the recreation center, including both pools	\$325,175
Recreation	Recreation and fitness activities	\$125,812
Arts & History	Arts and history programming, including the museum and amphitheater	\$105,961
Senior Recreation Center	Leisure and recreation activities, social services, meals and programming	\$103,919
Facilities	Janitorial care and maintenance of buildings that support all City functions	\$82,282

*For some divisions, these numbers include support staff. See Appendix E for details.

Table 7.3: Summary of Action Plan Capital and Operations Costs

Division	Estimated Capital Costs	Added Annual Maintenance and Operations Costs
Systemwide Projects	\$1,215,000	\$0
Deferred Maintenance	\$6,100,000	\$75,000
Park Enhancements	\$10,300,000	\$369,500
Park Development	\$750,000	\$43,000
Facility Enhancement and Renovation	\$22,500,000	\$1,069,000
Proposed Parks and Trails	\$6,850,000	\$117,000
TOTAL	\$47,715,000	\$1,673,500

Costs are planning-level estimates in 2019 dollars, not accounting for inflation. All costs are rounded. Actual costs should be determined through site master planning, maintenance planning and construction documents.

No costs are noted for new staffing for the Park Center expansion, as development is anticipated to be completed beyond the 10-year planning horizon.

Funding Strategies

Murray City has shifted priorities toward funding park improvements, new parks, and recreation and art facilities. Unless additional sources of funding are identified, most of the resources for developing and, importantly, operating these valued community assets will continue to come from the City's General Fund. The City should consider the following funding strategies to maximize its investment and be able to support the community's vision for a broad range of recreation opportunities.

Facility Business Plans: Before Murray City develops new facilities, a clear business plan is needed for each. These facility-level operational plans should at a minimum identify the intended purpose for the building, the space needed for fee-based programs, reservations, and other uses, the market it should serve, staffing needed, and expectations for financial performance, including revenue-generating opportunities and cost-recovery targets. This up-front work will set the facilities up for greater success.

Grants, Endowments and Donations: Public and private funding via grants, donations and endowments can be an excellent way to extend the City's investment in parks, arts and recreation. Private foundations, private donors, businesses and State and Federal agencies may be willing to offer major grants, endowments and/or donations to the construction or renovation of community facilities. These resources require work to obtain, requiring relationship building, tracking, application and management.

Further, most grants require some level of matching funds. The City can pursue this type of funding most effectively by expanding staff capacity in this area, which may require assigning staff time and responsibility, while also hosting fundraisers, coordinating publicity and conducting outreach. It will be important for the City to be able to move quickly to commit matching funds as grant opportunities are identified. The flexibility in Murray City's capital facilities plan to pursue shifting priorities will be helpful in being responsive to new opportunities.

Parks, Arts and Recreation Foundation: Explore options to establish a 501(c)3 non-profit organization dedicated to fundraising and support for Murray arts, parks and recreation. This non-profit could help support completing grant applications, identifying and coordinating with donors, and hosting fundraising events.

Partnership and Sponsorship Funding: In addition to entities who may be willing to donate or give funding to support various projects, some donors or businesses may be willing to invest as equity partners, sharing the risk and benefits of facility operations and development. Others may be willing to sponsor a project in exchange for naming rights, marketing benefits or other return on investment.

Voter-Approved Funding Mechanisms: Since the City is advancing a number of initiatives beyond parks, recreation and the arts, the City may consider funding and/or taxing

mechanisms that require voter approval, such as a general obligation bond and/or operational levy for these projects collectively. Voter support at different price points and the general package of projects should be tested in a random-sample survey to identify public support before a ballot measure.

Impact Fees: New residential development and the redevelopment of areas within Murray City will increase demands for parks and recreation opportunities in the future. As part of the funding strategy, Murray City should explore adopting impact fees to offset the costs of new parks, facilities and trails that will address this increased demand. The Impact Fees Act (Title 11, Chapter 36a of Utah's Code) allows cities to charge impact fees to help fund the development, expansion or significantly modification of parks, recreation facilities, open space, and trails that are needed to support new development and residential growth. The funding may only be spent on capacity enhancement projects. It may not be used to maintain the park system, improve aging assets, address existing deficiencies, or increase the level of service.

To establish impact fees, the City will need to complete an impact fee analysis, as guided by the level of service analysis and needs identified in this Master Plan. The impact fee analysis will document the proportionate share of the costs of parks, facilities, trails and open space that are reasonably related to the new development activity. These revenues could help fund neighborhood parks to serve new

developments, as well as a portion of the new trails and major facilities recommended.

Increased User Fees and Program Fees: Many cities are increasing program and facility use fees to what the market will allow in order to increase cost recovery. These may include add-on charges to obtain funding that is set aside for future asset management, repair and replacement. To ensure inclusive opportunities for all, the higher program costs are accompanied by scholarship opportunities for families and target populations in need. Fees for programs and services with more individualized benefits (e.g., jewelry making, weight lifting or theater performances) are charged at a higher cost recovery rate, so that programs and services with broader community benefits (e.g., public safety fair, Murray Fun Days and senior health programs) can be subsidized.

Dedicated General Fund Dollars: In the absence of other funding sources, the City could identify a greater percent of General Fund dollars to apply to parks, art and recreation on a regular basis. Projects should not be developed until the City has identified the appropriate maintenance and operations resources needed for ongoing parks and facility management and stewardship. In addition, an asset management plan will be needed to identify the future dollars that should be set aside for the ongoing repair and replacement of these amenities, facilities, and landscaping.

Moving Forward

This Master Plan is the culmination of more than a year of work by City staff, the Project Advisory Committee, the Project Leadership Team, City Council, other community leaders and residents to determine how best to invest in Murray City's parks and recreation services. It comes almost 25 years after the City's previous Master Plan was adopted and is anticipated to guide Murray City until the year 2030.

Recognizing that there have been substantial changes in community priorities since 1994, those who were involved in the planning process thoughtfully considered the question about what level of service to provide in Murray City for parks, trails, facilities, programs, events, arts and other services. City staff spent considerable time soliciting resident feedback and making sure stakeholders were involved in the Master Plan process to create a community-supported plan for the future. The recommendation to invest more in parks, arts and recreation—focusing on park re-investment and new facilities to provide a greater variety of opportunities—seems like the right direction for this community.

As a result, this Master Plan is visionary and goal-oriented, yet realistic and achievable. It recommends a greater investment in parks, trails arts and recreation to continue to support Murray City's high quality of life. It represents a long-term investment in the assets and values that the community treasures.

A lot of work will still be needed over the

next ten years to fully implement this plan. City staff will need the continued support of residents, businesses, stakeholders, City Council and City leaders to make this investment. Working together, we can create the accessible, innovative, vibrant park and recreation system we envision for the future.

PRIORITY NEXT STEPS

1 Capital Improvement Planning

Continue to fund the replacement of old, worn park elements such as picnic shelters and playgrounds through dedicated funding in the City's CIP.

2 Impact Fees

Explore and establish impact fees and land dedication ordinances for residential and non-residential areas to make sure that new development helps address the costs of increased park needs.

3 Foundation

Establish a 501(c)3 non-profit organization dedicated to raising funds for Murray arts, parks and recreation.

4 Facility and Business Plans

Create a business and operations plan for the Murray Theater and other major facilities to identify detailed programs, staffing needs and cost recovery targets for operations.





MURRAY CITY PARKS AND RECREATION MASTER PLAN

FINAL | APRIL 2020



